

# **Strategy Outline: Mainstreaming Gender in USAID/Madagascar's 2003–2008 Integrated Strategic Plan**

***Draft***

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1717 Massachusetts Ave. NW, Suite 302, Washington, DC 20036 USA  
Tel.: 202-332-2853 FAX: 202-332-8257 Internet: [WIDinfo@widtech.org](mailto:WIDinfo@widtech.org)

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by

Elizabeth Adelski

Development Alternatives, Inc.

March 2002





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## ACRONYMS

AFJ	Association of Women Jurists
BTM	Bankin'ny Tantsaha Mpamokatra (Bank of Producer Peasants)
CAFED	Confederation of Associations of Women and Development
CNOE	National Committee for Election Observations and Citizens' Education
COMODE	Malagasy Council of NGOs for Development and Environment
CRS	Catholic Relief Services
CSO	civil society organization
CSP	country strategic plan
DG	democracy and governance
DRV	Concert and Coordination Committee of Women's Associations and NGOs of Madagascar
EGARD	economic growth, agriculture, and rural development
FAFED	Federation of Women and Development
FAO	Food and Agriculture Organization
HIV/AIDS	human immunodeficiency virus/acquired immunodeficiency syndrome
HPN	health, population, nutrition
IEC	information–education–communication
IRG	International Resources Group
ISP	integrated strategic plan
JSI	John Snow International
LDI	Landscape Development Interventions
NGO	nongovernmental organization
PACT	Private Agencies Collaborating Together
PNAE	National Plan for Environmental Action
PSI	Population Services International
SO	strategic objective
SpO	special objective
UNDP	United Nations Development Programme
UNESCO	United Nations Organization for Education, Science, and Culture
UNFPA	United Nations Population Fund
USAID	U.S. Agency for International Development





## **CHAPTER ONE**

### **INTRODUCTION AND PURPOSE OF THE CONSULTANCY**

USAID/Madagascar’s new integrated strategic plan (ISP) for 2003–2008 includes a democracy and governance special objective that underpins the mission’s other three strategic objectives. The democracy and governance (DG) assessment of August 2001 (Gellar, et al., 2001) pointed out the crucial need to promote DG in Madagascar, stating that the mission should consider “an increase in its focus on democracy and good governance in order that its results in all sectors are sustained over time.” The DG special objective (SpO) thus provides one framework for incorporating gender as a crosscutting theme in the new ISP. The national gender strategy adopted by the Government of Madagascar provides another framework for implementing gender and development activities. The SpO will work to give both men and women more equitable representation and greater voice in governance as well as in health, environmental management, and rural development, the other sectors in which USAID/Madagascar will work. The mission will use a gender mainstreaming approach in the new ISP, although, based on experience, it recognizes that some targeted, sectoral interventions will be necessary to promote equity in mission activities.

### **OBJECTIVES**

This consultancy had three interconnected objectives: (1) to assess the level of and barriers to Malagasy women’s participation in decision-making processes and access to resources across regional and socioeconomic groups; (2) to identify options and opportunities to address the major barriers to women’s contributions to Madagascar’s development in the current country strategic plan (CSP) and the new ISP; and (3) to conduct a gender workshop for mission staff, to increase awareness of gender issues and methods for incorporating gender into USAID-funded programs. The consultant addressed the first two objectives through interviews with mission staff, partners, civil society organizations (CSOs), and USAID project staff, as well as with document research. The third objective was met through a half-day workshop for mission staff that included gender definitions, concepts, and stereotypes that were applied to a discussion of Malagasy men’s and women’s social roles.

This report is the product of the work on these three objectives. Its purpose is to outline a strategy for mainstreaming gender in USAID/Madagascar’s next five-year program. The report is brief because of the time limit of two weeks in-country to conduct interviews and collect information and the lack of qualitative and quantitative information on Malagasy gender roles. This paucity of information, particularly on rural women and their economic roles, is reported in two other recent gender experts’ reports (Hemmings-Gapihan, 2001, and Lackner, 2001). In such a context, this report constitutes a starting point for developing the mission’s knowledge of gender issues and expanding its collection of “gendered” information to plan and evaluate its programs.

## METHODS AND ORGANIZATION

The author's methods of data collection for this report follow:

- Reviewed relevant documentation recommended by the mission and other partners, including, but not necessarily limited to:
  - A mission report to USAID on activities in support of the Beijing Platform for Action;
  - Participant reports on the Beijing Platform, five preparatory conferences in Addis Ababa and New York, and a session at United Nations' headquarters in June 2000;
  - Reports on the Harvard University Microfinance Course of June 2000;
  - Reports on the Global Summit for Women, Johannesburg, of October 2000; and
  - Reports and briefs provided by technical offices.
- Consulted with senior management and the SO/SpO teams as appropriate at the beginning of the fieldwork.
- Met with a broad spectrum of mission partners (other donors, international private voluntary organizations and nongovernmental organizations, and private firms), leaders in the public and private sectors, political party leaders, and Malagasy CSOs, including women's associations.

The report contains the following sections, which correspond to the expected results in the scope of work:

- Geography and gender;
- Barriers to women's participation in governance and accessing resources;
- Recommendations for mainstreaming gender; and
- Civil society organizations and gender competence.

The report also contains specific comments embedded within each SO team's draft concept paper.<sup>1</sup>

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<sup>1</sup> Suggestions for inserted language, comments, and questions are noted in boldface type throughout the mission's actual draft concept papers. Suggested language is inserted into the text itself, while questions and comments for the mission to consider are set off by parentheses.

## **CHAPTER TWO GEOGRAPHY AND GENDER**

By all reports, there are two geographical factors that have a critical effect on gender and gender equity: the urban–rural divide and regional sociocultural differences. These factors create the context within which the mission’s gender-focused efforts must work and are therefore briefly summarized here.

### **THE URBAN–RURAL DIVIDE**

The urban–rural divide is a major determinant of Malagasy people’s socioeconomic status and participation in modern civil society and its processes. “Urban” essentially means Antananarivo, the country’s capital, although the secondary urban centers’ populations also differ significantly from the rural population of the country. For example, Catholic Relief Services (CRS) reports that poor, peri-urban women in Antananarivo generally have more education and are more sophisticated than poor rural women. They participate in the capital’s economic system, and they have access to services and know how to use them. One result of this exposure to the urban dynamic is that behavioral change occurs more quickly in urban settings. Poverty, malnutrition, and illiteracy are greater problems among the rural poor than among the urban poor. Rural women generally are less educated and more affected by customary law, control less income, and are more likely to have lower social/political status than men. The urban–rural difference therefore is an important factor that affects gender roles and equity in Madagascar.

### **REGIONAL DIFFERENCES**

Regional differences in rural society and culture consistently are cited as another important factor in gender relations and status. The Malagasy say it is imperative to understand the regional cultural context in which USAID plans to work, and to plan programs to fit this context. Notable variations include the following:

- The south–southwest (Fort Dauphin) is a mainly pastoralist, very male-dominated area in which women have lower social status and less of a political voice than elsewhere. Women do not have a voice in decision-making; men are the decision-makers and women execute those decisions (at the village level). This situation is due to the importance of local cultural traditions as well as to limited information flow and education.
- Men also are the dominant social and political actors on the west coast of the country, where women consequently have secondary social and political status.

- There is greater equity between women and men on the east coast, where women are said to participate more in public discussions, local decision-making, and economic activities. No real explanations were given for the difference between the east and west coasts.
- The population in the northwest, the country's rice basket, where Landscape Development Interventions (LDI) works, is more literate and sophisticated than the rest of the western region. This is due to the area's economic activity and commerce, which link the population to the outside world. According to LDI, about 60 percent of this population is literate, both men and women, in contrast to most rural areas, in which that proportion is illiterate.
- The population to the east of the forest where LDI works is historically and currently more isolated than the population west of the forest. As a result, the eastern population is less educated and more traditional than the westerners. LDI estimates that only about 25 percent of the easterners are literate. Tradition gives elderly men the priority for speaking in public, then younger men; women have no public voice.

### **POTENTIAL REGIONAL DG ISSUES**

Two potential DG issues that exist in defined geographical areas of Madagascar were pointed out in several interviews. One is female workers' rights in the free trade zone factories (about 85 percent of the workers are women). Problems to be addressed include sexual harassment (which has links to HIV/AIDS), working conditions, and salaries. The other potential DG issue is child prostitution in tourist areas and child labor in mining areas, particularly in the new sapphire mines.

## **CHAPTER THREE**

### **BARRIERS TO WOMEN'S PARTICIPATION IN GOVERNANCE AND ACCESSING RESOURCES**

#### **CROSSCUTTING BARRIERS**

##### **Male-Dominated Malagasy Society**

Despite its past history of queens and matriarchal societies, the overall consensus is that Malagasy society generally is dominated by men. As noted earlier, tradition gives men priority in public discussion, community decision-making and governance, control of household resources, and, in some areas, first access to meals. Women are responsible for the daily management of the household and for child care. It is important to note that this inequity varies by social class, sector (for example, politics, business, or health care), region, and urban–rural location. Poor, rural women are at the bottom of the social pyramid; better-off urban women tend to have more education, resources, and parity with men. The general report is that rural women have a secondary role in civil society processes, particularly in decision-making, and that they specifically need support to change this. The president of DRV (the Concert and Coordination Committee of Women's Associations and NGOs of Madagascar) says the greatest inequities between men and women relate to the DG sector, as women's participation is nil in the higher levels of government and decision-making.

##### **Lack of Education**

Lack of education and illiteracy in the rural population consistently are cited as root causes of underdevelopment in all sectors of Madagascar. The mission may not address this issue directly, but it is a factor that will affect its program across the board, according to virtually everyone interviewed. Lack of education often is associated with geographical and social isolation (enclavement), that limits rural people's experience with the "outside world" (for example, limited contact with external commercial networks, information, services, and new technologies). This isolation limits their worldly knowledge—or "savoir faire," as one person put it—in addition to their limited formal knowledge. Rural women are more disadvantaged than men because they generally have less education and less experience with the outside world. This reinforces the influence of tradition, which generally allots women secondary social status; limits their ability to generate income, which, in turn, is linked to lower social and political status; and intensifies the challenge of promoting their participation in civil society and economic development.

## **Limited Participation and Leadership in Civil Society**

The issue of women's limited participation in and leadership of civil society must be taken into account in all four of the mission's strategic objectives. This constraint will affect consciousness-raising, civil society mobilization, and decision-making in DG as well as in the programs for health, environmental management, and agricultural and rural development. Participation and leadership in civil society generally is limited for urban as well as rural women. Rural women traditionally are not included in the public process of local (community) governance and decision-making; their participation generally is limited to private household discussions. According to the staff at PACT (Private Agencies Collaborating Together), another of the mission's partners, it is not unusual for communal councils to be entirely male, so women's participation and leadership obviously are absent at that level, as well.

Women are also significantly underrepresented in Madagascar's political parties and never have been elected as party leaders. According to the president of the DRV, the higher up in the political system one moves, the fewer women there are—a fact that has not changed since the nation's independence. Thus the Malagasy proverb that reflects women's exclusion from public discourse and decisions: The rooster crows, not the hen. Men's priority role in governance extends to their management of other social spheres, as well, so that "men decide and women execute," as one interviewee put it. The generality that rural women can use economic resources but do not own them evidently has a parallel in the sphere of public discourse and decision-making: Women can participate, to some extent, but they do not lead.

Several reasons are given for men's domination of civil society and decision-making: tradition, which gives men priority in these areas; women's acceptance of the traditional social structure and their place in it as secondary actors in the sphere of social and political organization; the perception that politics is "dirty," so women avoid participating; the Ratsiraka government's lack of initiative in promoting women's participation in the political system; and, perhaps most important for the mission's DG program, the significant disconnect between elected officials and their constituents.

## **Lack of Economic Resources**

Men generally control more financial resources and have greater access to credit than women. This disparity is likely to be greater in the rural population and among the lower socioeconomic classes. The combination of rural women's lack of income and men's control of household resources contributes to women's lower social status, which in turn curtails their participation and decision-making power in most spheres. Conversely, economic power—the ability to generate and control income, as some women and women's groups do—increases women's social and political status and gives them access to management and leadership positions.

## Time Constraints

In addition to the aforementioned constraints, Malagasy women face a time constraint, as well, on participating in governance and accessing resources. Rural women's time and energy are occupied with survival activities that support their households—farming, marketing, artisanry, fetching firewood and water, cooking, and child care. The DRV estimates that women work 14 to 16 hours a day while men work 8 to 10. The USAID-funded breast-feeding and nutrition project Linkages reports that women spend only 25 to 30 percent of their time with their children and are multitasking even then, which affects child health and nutrition. The traditional division of household labor thus leaves rural women limited time to participate in other activities. This time constraint is likely to affect poor urban women, too. Better-off women are reported to be occupied with their work and households also, but they may have more time and energy available than other women.

## Lack of Information

So that DG and gender issues are publicized more regularly, newspaper editors and owners in Madagascar, as well as the public, need to be made aware of the issues' importance. The women in the capital are primary candidates for mobilization for civil society participation, and access to information is a first step in that process.

The rural–urban divide is critical in terms of journalists and news, as the country has no regional or local newspapers. Obviously, this limits the information flow from Antananarivo to the provincial capitals and outlying areas. Rural journalists lack e-mail, which compromises the timely rural-to-urban flow of information. Widespread rural illiteracy, particularly among women, exacerbates the rural population's lack of information. Taken together, these factors make radio a more important medium than print in rural areas.

## STRATEGIC OBJECTIVE–SPECIFIC BARRIERS

### The Environment and Rural Development SO and the Economic Growth, Agriculture, and Rural Development SO

Because the constraints Malagasy women face in terms of these two SO programs are virtually the same, they are discussed together in this one section.

- **Limited access to land.** Rural women generally have limited access to land, the rural population's major economic resource. Tradition reportedly gives men the right to inherit land, and, although women can inherit it, they rarely do. Women thus “can use land but have no real control unless they buy it or receive it as a gift” (Randriamaro, 1997). Environmental degradation may reinforce this tradition as farmland becomes an increasingly valuable and contested resource. Rural women thus have limited access to

this major factor of production, which in turn has implications for their households' economic and food-security status.

- **Lack of access to credit.** Women in Madagascar have more difficulty obtaining credit than do men. The reasons include lack of collateral, due to limited financial resources; limited education for handling complex financial procedures; a lack of information about lending institutions; and, according to the United Nations Development Programme (UNDP), the social attitude that credit should be reserved for men. As a result, rural women are reported to lack access to inputs and tools, and poor urban women may lack access to marketing networks.
- **Lack of access to inputs and technical assistance.** Female farmers lack access to agricultural inputs because of their limited incomes. Meanwhile, they lack access to training and improved technology because of (1) the very limited financial and human resources the state has to invest in women's specific natural resource management/agriculture issues; and (2) the state agency's general focus on men as the primary farmers and decision-makers.
- **Traditional responsibilities.** Rural women are responsible for providing the manual labor to produce crops, particularly subsistence crops. They also are responsible for household chores and child care. As a result, they have limited time and energy to invest in additional activities.
- **Poverty-survival strategies.** Women-headed households generally are poorer than those headed by men. Poverty is one factor that obliges women to use unsustainable natural resource management and agricultural practices. Using these unsustainable practices creates a cycle of poverty that simultaneously keeps these households poor and food-insecure, and contributes to environmental degradation.
- **Lack of data on women.** There is little information on rural women's productive activities and a real absence of systematic, quantitative data on women's contributions to agricultural production, from natural resource management to marketing. This lack of information makes it difficult to identify barriers women face in accessing economic resources or improving production and marketing, and difficult to design appropriate interventions.

### **Health, Population, Nutrition Strategic Objective**

- **Condom use.** Women—wives, girlfriends, and prostitutes—do not control decisions about condom use for birth control or to prevent disease. Men dominate this sphere of life and decision-making and regard pregnancy as a woman's problem.
- **Health-care decisions.** Rural women have limited autonomy in making decisions about expenditures on health care. If the amount of the expenditure exceeds a certain threshold, they must consult their husbands.



- **Multiple responsibilities.** Women are primarily responsible for their household's day-to-day operation and survival. Taking time off from their essential productive activities to seek health care for a sick family member can affect the whole household's well-being. The importance of the latter often outweighs the individual's need for care.
- **Food insecurity.** Women-headed households generally are among the most food-insecure. They may not be targeted for technical assistance to improve their status, because they have limited resources to work with and because technical assistance tends to be oriented primarily toward men.
- **Decentralization.** The great majority of local decision-makers and health-care personnel with management power in the provincial areas are men. This is likely to limit advocacy for and investment in women's health issues.

### **Democracy and Governance Special Objective**

- **Secondary social status.** Women's traditional secondary status as social and political actors limits their participation in governance and especially in leadership roles. This is particularly true in rural areas, where tradition and its social norms tend to dominate. In both urban and rural areas, women customarily do not have a public voice in local governance and decision-making.
- **Ignorance of legal rights.** Rural women and men generally lack good knowledge of their modern legal rights, because of high illiteracy rates, lack of radio dissemination of information aimed at the rural population, the strong influence of customary law in rural areas, and the rural population's relative social isolation. As a result, women are subject to customary law, which tends to discriminate against them.
- **The economics of participation.** One reason for women's limited participation in politics is their limited economic power and control of income. Urban and rural women who control economic resources and are educated possess higher social status, exercise greater participation in public affairs, and have more influential voices in governance and decision-making.
- **Lack of political risk-takers.** Even urban, educated women of relatively high socioeconomic class have left political leadership to men. The number of women holding influential political offices, such as senators or ministers, has not changed since Independence. One explanation is that even these women have accepted their traditional, secondary role in Malagasy society and choose not to challenge existing norms. Another explanation is that they lack the technical training and skills to participate as political leaders.



## **CHAPTER FOUR RECOMMENDATIONS FOR MAINSTREAMING GENDER**

### **MAINSTREAMING GENDER EQUITY**

Gender equity involves both men and women. Hence, operationalizing the mission's strategic objectives will require:

- Understanding and working with both men's and women's social status, participation in governance, and access to resources.
- Working toward change in women's status through the strategic objectives with the support of and in collaboration with men. Men must recognize the value of change in women's roles in order to support it.
- Empowering women by increasing not only their own knowledge of their legal rights, but men's knowledge of those rights, as well. Men must know women's rights in order to respect them, and vice versa.
- Conceptualizing households as having both a male and a female head. This will mainstream men's and women's complementary roles and responsibilities in all four sectors in which the mission will work.

Decentralization is a useful framework for mainstreaming gender, as it requires mobilizing the various local social groups and classes to design local governance. This process will afford a good opportunity to promote gender equity in Madagascar based on access to information and training for all actors. Women, as well as men, will need training to acquire the skills necessary to participate in this new process. Training and support specifically for women will be essential to ensure their equitable participation, as political organization traditionally is dominated by men. Given the appropriate support, decentralization provides an opportunity for women to participate as a major interest group in setting local priorities and allocating resources.

### **THE NEED FOR GENDERED DATA COLLECTION**

Both the International Labour Organization (ILO) and the International Fund for Agricultural Development (IFAD) recently produced reports on gender in Madagascar. The former reported that there is little information on the contribution of women to productive activities in rural Madagascar, and that quantitative data on women's contributions to agricultural production, in particular, are lacking. Information such as the percentage of women with access to credit, inputs, technical assistance, and other rural services is "little known and rarely quantified" (Hemmings-Gapihan, 2001). "As a result, project documents rarely reflect the importance of women's specific activities ... and/or the need to reduce the existing

inequity between the productivity of [female] agricultural producers” and male producers (ibid.). Norman Uphoff, who works in Madagascar through the Cornell International Institute for Food, Agriculture, and Development, also noted a lack of data on Madagascar overall and on Malagasy women in particular. A recent IFAD report recommends that new projects “should start with detailed sex-disaggregated field research on [the] socio-economic roles of men and women, followed by careful design of project components” (Lackner, 2001).

IFAD’s recommendation here is key: Gendered diagnostics are essential as the basis of well-targeted interventions. All mission strategic objectives can add to Cornell’s two data-collection projects with gendered diagnostics that produce gender-disaggregated data. Sharing the information will contribute to mainstreaming gender at the partner level. Given the mission’s overall goal of rural development, producing information that defines men’s and women’s roles in natural resource management, agricultural production, and marketing will be critical.

### **PROMOTING WOMEN’S PARTICIPATION AND LEADERSHIP**

All four SO programs must recognize the need to take an active role in promoting women’s inclusion and leadership roles in civil society groups and decision-making processes. This recommendation applies to all SOs and their activities across the board, as otherwise the groups would be male-dominated and not necessarily oriented toward issues that are relevant to, and the responsibility of, women. One opportunity for engaging women, thus, would be to focus on issues such as women’s legal rights or child health. Another opportunity reportedly is linked to community mobilization: If a community is sufficiently mobilized, its women will have the opportunity and sufficient voice to bring up women’s issues. A third opportunity relates to the fact that certain types of women—those with comparatively greater education and control of economic resources, and young educated women, who tend to be less bound by tradition—are more active participants in public discourse and decision-making. These women can be supported as leaders and as catalysts for promoting women’s participation.

The obvious option with rural women is to work through the already-functional community groups that USAID/Madagascar’s partners have built upon (John Snow International, Linkages, and LDI). Women usually mobilize around the household-survival issues that are also relevant to the mission’s program, such as health, nutrition, food production, nonagricultural income-generating activities, and water. Yet, women need consciousness-raising and access to information and training in order to take leadership over these issues. It is important to note that men also will need consciousness-raising and access to information and training in order to support and accept the value of women’s changing roles.

Women in the capital and secondary urban centers need consciousness-raising and access to information and training as well. DG is a good starting point for this population. It will give them the basis to branch out into organizing themselves to participate in Madagascar’s economic opportunities.

## **CROSS-SECTORAL APPROACHES**

### **Equity and Efficiency**

Two concepts can be used to guide cross-sectoral efforts to address gender: equity and efficiency. The mission is interested in working toward gender equity. The SO teams therefore need to document women's rights in their sectors (such as their rights to natural resources and land, to leadership positions, and to reproductive health) and work to eliminate the obstacles that constrain those rights. Working to eliminate the obstacles to women's rights that fall in the DG sector, for example, will most likely contribute to eliminating obstacles in other sectors, as well. Efficiency is linked to broad-based participation: Engaging the participation of society's diverse groups, including women, is the efficient way to work toward reaching the mission's objectives (including conserving biodiversity, increasing incomes, and strengthening civil society). It is recommended that the mission work to ensure the full participation of all social groups, including women, in the activities implemented to reach each SO's objectives.

### **Broad-based Participation**

The mission seeks to broaden the base of civil society participation in governance, including decision-making about the use of various resources and approaches toward rural development. Women will need specific support to increase their participation in political and economic decision-making, because they generally have secondary roles in these spheres. They will need support to participate effectively at the community level (for example, in the process of devolving management of natural resources to communities); at the communal level (such as in decisions about identifying health-care priorities and allocating resources); and at the national level (in holding influential offices, for instance). The recommendation is that each SO use civil society strengthening in its activities as a vehicle to include gender and work toward promoting equity.



## CHAPTER FIVE CIVIL SOCIETY ORGANIZATIONS AND GENDER COMPETENCE

### WOMEN'S ORGANIZATIONS

#### **Association of Women Journalists**

The Association of Women Journalists is about 10 years old, has 40 members, and works in multimedia—radio, television, and newspapers. The representatives the author met were knowledgeable about how regional cultural differences affect women and seemed to have a good understanding of how to conduct research for media presentation. Their current foci are education for women, child prostitution, and civil rights. Their role is to bring women's issues to public attention and also to address them in roundtables with local authorities in order to find solutions. They appear to be a good catalyst for disseminating information about women's issues. The president of the association said the group needs to keep putting women's issues before the public or the issues will disappear. The group has many topics it is interested in covering, but it lacks funding and consequently wants to work with the mission.

**Assessment:** The association's representatives were intelligent, knowledgeable about investigating women's issues, and, apparently, professionals in information dissemination. Their expertise lies in advocacy, but they also work with local authorities to address women's problems, so they have practical experience with Madagascar's political system, as well.

#### **The Concert and Coordination Committee of Women's Associations and NGOs of Madagascar (DRV)**

Created in 1994, the DRV (e-mail: tsiresv@dts.mg) is a network of more than 450 organizations. Thirty percent of its member organizations are in Antananarivo Province; the rest are distributed throughout Madagascar. The DRV works toward two fundamental goals: sustainable human development and the reduction and, ultimately, eradication of poverty. It has three strategic objectives: (1) the promotion of women based on a true partnership with men; (2) the promotion of male and female citizens to transform Madagascar into a well-governed country and a model of democracy and development; and (3) the reinforcement of Malagasy civil society so that it becomes an autonomous force for development, capable of assuming its role in the new national and international context.

The DRV has 11 strategic axes for action:

- Optimize the achievements of Beijing 1995;
- Increase access to reliable and necessary information;
- Promote the rural world and rural women;

- Reinforce the capacities of and coordination among civil society organizations;
- Promote relevant and efficient partnerships;
- Fight against poverty in health, education, environment, water, and sanitation;
- Promote the gender-and-development approach;
- Facilitate implementation of good governance and women's access to decision-making;
- Give value to the role and image of women;
- Promote women's rights and the fight against violence; and
- Help organize adolescents and youths.

The DRV's partners include UNDP, UNICEF, the United Nations Population Fund (UNFPA), the World Bank, USAID and the American Embassy in Madagascar, the Swiss Cooperation, the Embassy of Great Britain, and Air Madagascar.

**Assessment:** The president of DRV is a sophisticated and articulate woman with a good grasp of gender issues, particularly in the DG and rural sectors. Other people interviewed, however, said that lack of funding and the fact that the DRV does not have a stable, well-organized headquarters constrain collaboration with this organization. According to PACT, the DRV's lack of funding limits its work. The gender competence of its member organizations cannot be assessed from the author's interviews, nor can the quality of the DRV's research on rural women that the president reported is being done. However, given its focus on DG, and gender in development, along with its extensive member network, the DRV is a prime candidate for further exploration for collaboration and potential strengthening efforts.

### **Confederation of Associations of Women and Development (CAFED)**

CAFED (Web site: [www.sinergic.mg/cafed](http://www.sinergic.mg/cafed)) was founded in 1993, as the result of a national colloquium hosted by the Ministry of Population in partnership with UNICEF. It is registered as an NGO and has four departments: documentation, consulting, information, and "Fiul," which deals with import-export services. CAFED has 114 regional offices throughout Madagascar and 98,000 members. Its specific objective is to participate in all development projects that are based on the gender approach. Its general objectives are (1) to promote women and their well-being; (2) to support the integration of women into the development process; and (3) to provide institutional and technical support to women's economic associations and promote income-generating activities in the fight against poverty. CAFED's lack of funding limits its activities, including participating in study visits to other countries. The representatives the author met are interested in working with USAID as a means of expanding their activities.

CAFED works in all six of Madagascar's provinces, in all districts and all communes. Its work focuses on four sectors related to development:

- Informal education;
- Health (sexual and reproductive health and nutrition education);



- The fight against poverty (in the arenas of agriculture, artisanry, animal husbandry, and the environment); and
- Youths (professional training).

CAFED programs implement five intervention strategies to support:

- Information dissemination;
- Training programs for women;
- Direct intervention at the levels of target groups;
- Group formation and participation among target populations;
- Reinforcement of the organizational and management capacity of women's groups;
- Collaboration with another person or NGO, if necessary; and
- Monitoring and evaluation by CAFED with the participation of the target groups.

CAFED's approach is to support women in the design of their own projects and to facilitate the development of their project designs and associated searches for funding thereafter. The organization takes a participatory approach based on raising awareness, providing assistance, and mobilizing women's groups. It trains the target population based on that population's needs. The list of completed CAFED projects shows that most of its work occurs in the sectors of information–education–communication (IEC), training, and economic activities (a total of 37 projects). In contrast, the confederation has implemented only 12 projects in the sectors of environment and health.

CAFED's partners in its completed activities include USAID, Clark Atlanta University, the World Health Organization, UNESCO, and the French Cooperation. Its potential future projects include a partnership with GTZ on IEC strategies for sexual and reproductive health; a partnership with the ILO to improve child labor; informal education with UNESCO; and a project with UNDP to address violence against women. Other partners for potential future activities include the World Bank and the Food and Agriculture Organization (FAO).

CAFED reports that it has three years of experience identifying projects but little experience (“debutante”) coordinating programs. It lists its strengths as the multidisciplinary expertise of its members; its solidarity; and having the confidence of the target groups with whom it works. Its weaknesses are a lack of technical competence, equipment, and personnel. The group's self-assessed training needs include:

- Mobilization techniques (“animation”),
- NGO management,
- IEC,
- Computer science,
- Microcredit/microfinance,
- Linguistics, and
- Marketing.

**Assessment:** Representatives of CAFED stated that lack of funding is a major constraint on the confederation's activities. This also was reported by other people as a limitation on

CAFED. Organization representatives had general knowledge of the economic and social constraints Malagasy women face and apparently had a sound understanding of the need for a gendered approach to development. CAFED's potential as a DG program partner should be explored further. The group's national network, experience working with international partners such as U.N. agencies and the ILO, and identification of its own training needs may be assets to build on.

### **Association of Women Jurists (AFJ)**

This association has about 100 members, not all of whom are in Antananarivo. It is a member of the DRV network. This association's overall purpose is to improve women's knowledge of their legal rights. Its method of disseminating legal information is to print new legal texts in French in pamphlet form; the association is planning to translate these into Malagasy but apparently lacks sufficient funding at the moment. The DRV will use the pamphlets in rural areas, but the methodology has yet to be decided upon. The association lacks the time to expand its information dissemination to other media, such as radio and television.

**Assessment:** These women clearly have technical expertise in the Malagasy legal system, DG, women's roles in the legal system as magistrates and lawyers, and some of the legal problems Malagasy women face. However, they definitely seem to lack the expertise in IEC to work effectively with rural women. Apparently, they also lack the funding to work in rural areas. They clearly would benefit from collaborating with organizations such as the National Committee for Election Observations and Citizens' Education (CNOE) or John Snow International, both of which are experts in IEC and the rural population.

### **National Plan for Environmental Action (PNAE)**

The PNAE representatives the author met belonged to the gender network that was set up as part of an FAO–Government of Madagascar/National Environment Office project. Their one-year project ends shortly, and they will not have funding to continue their work. The group's role has been to integrate gender into projects and programs in the environment sector. PNAE also specializes in working with disadvantaged groups in order to identify their specific problems and solutions for them.

**Assessment:** Representatives of PNAE seem to have good theoretical knowledge of the FAO approach to gender, how to identify vulnerable groups, and methods of integrating gender into projects. Their expertise seems to be at the institutional level, and they are interested in setting up a database on women and the environment, if they can obtain funding.

## OTHER ORGANIZATIONS

### Malagasy Council of NGOs for Development and the Environment (COMODE)

COMODE is an umbrella organization of 35 member organizations that work throughout Madagascar. They clearly recognize the issue of gender inequity in rural society and the need to address it in development projects. The organization seems to have good, field-based knowledge of men's and women's economic roles, as well as of their roles in civil society decision-making. The field technicians the author met obviously had practical experience in promoting gender equity in rural communities.

**Assessment:** The COMODE representatives were down-to-earth and knowledgeable, and have experience working in the rural milieu in general and with rural gender issues in particular. They may have less theoretical knowledge of gender and its methods than they have practical experience, and they are not advocates for women's issues; however, their approach appears equitable, as they recognize the need to support education for both boys and girls and the need for a long-term development approach in order to promote change. The council's size may be advantageous, as 35 members appears to be a manageable number.

### National Committee for Election Observations and Citizens' Education (CNOE)

CNOE was founded in 1989 to monitor elections; it began working in civil society development on civil and voting rights in 1999 as an implementing partner for the International Resources Group (IRG). The committee's work supports civil society and political processes linked to environmental and natural resource management issues, with an emphasis on the protection of forests. CNOE works through national NGOs that implement the work in rural communities, and it has expertise in disseminating information via radio, television, and posters. The representatives the author met said the group's national NGO partners need capacity reinforcement to work in DG in rural areas. Like COMODE, the CNOE staff members recognize that gender roles and inequities are salient factors in fieldwork, and they have practical experience addressing them.

**Assessment:** CNOE appears to be a good contact for DG work in rural areas. Its methodology for IEC tools adapted to specific areas and ethnic groups seems sound. The organization would be a good choice to work with the Association of Women Jurists, to disseminate information on women's legal rights. Like COMODE, however, CNOE is not an advocate for women's issues, and its theoretical knowledge of gender and related methods may be limited.



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## **ANNEX I**

### **SO1: ENVIRONMENT AND RURAL DEVELOPMENT**





## SO1: ENVIRONMENT AND RURAL DEVELOPMENT

*E. Adelski*

*Contextual gender information relevant to the Environment SO:*

1. Randriamaro, 1997, UNDP: Traditional rights to ancestral land are reserved for men; women can use land but have no real control unless they buy it or receive it as a gift. Rural women thus have limited access to this major factor of production due to the “feeble application of modern law” and their low incomes. Environmental degradation may reinforce this marginalization as land tenure has become a highly disputed stake. In 1993 only 19 percent of all title holders were women. Most women who own land have 0.25 to 1.5 hectares. Among the land-holders who have 1.5 hectares, 44 percent of the farms are run by women household heads.

2. Randriamaro, 1997, UNDP: As agricultural producers, women are primary users of Madagascar’s natural resources. Poverty survival strategies push them toward overuse so unfortunately they contribute to decreasing the possibilities for economic growth linked to the natural resource base, and they decrease their own possibilities for economic improvement in the future. ...In a context where the environment is central to economic and social development, the promotion of women’s roles in NRM is imperative for their empowerment.

3. LDI staff reported that lack of education and the influence of tradition affect their work in the eastern project areas. Lack of education is a fundamental constraint on technology transfer, especially for women, who tend to have less education than men. Women’s illiteracy limits their access to microcredit, as they cannot fill out the forms, so men tend to have greater access.

Tradition in this area gives older men the first right of speech, followed by the younger men; women traditionally do not speak in public and take a secondary role in decision-making. Women do not speak up in mixed groups (they did not participate in verbally evaluating the project in a mixed group, but when LDI sent a female technician to talk with them, the women had much to say).

4. In rural areas, men’s and women’s social and economic roles generally follow traditional norms. Men usually have greater control over household resources (land and income), easier access to credit, are responsible for representing the household in the public domain such as producer groups and decision-making committees, are more involved in commerce, may emigrate to find work, and are the primary target for technical assistance. Women’s major responsibilities are the daily activities of household survival, including food crop production, some marketing, child care, and cooking. Women generally have less access to income, credit, technical assistance, and education, and a secondary role in local decision-making. It is estimated that women have 14-16 hour work days, and men have 8-10 hour work days (DRV). Women’s work overload is a major obstacle to training and to improving their productivity. As COMODE stated, women will need to be pushed to engage in new

development activities because their traditional role limits their view of their potential opportunities, as well as the time and energy they have to invest in them.

5. Randriamaro, 1997, UNDP: “In the rural milieu, women generally constitute a free [manual] labor force for couples or families.” Women above all are responsible for subsistence crop production. They lack access to the means of production and use low-technology practices and tools. These constraints, added to women’s work overload, malnutrition, frequent and closely spaced pregnancies, make women’s productivity poor. And their illiteracy separates them from major production resources: training, technology, inputs, credit, and from market circuits for surpluses. Due to decreased productivity, the result of decreased soil fertility and erosion, women farmers more and more rarely have a marketable surplus, so they do not have cash income. Extension and research oriented toward women and their agricultural issues is limited by the small number of women in these fields in Madagascar: in 1993 there were only 100 female field technicians, 60 technical assistants, 150 agronomists, and a few researchers.

6. Randriamaro, 1997, UNDP: Women have more difficulty accessing credit than men. The reasons are: lack of collateral due to lack of financial resources, low educational levels in the face of complex procedures and banking rigidity; lack of information about and knowledge of lending institutions; the social attitude that taking out credit should be reserved for men. In 1993 only 18 percent of beneficiaries of credit from the Bankin’ny Tantsaha Mpamokatra (BTM, or Bank of Producer Peasants)<sup>2</sup> were women whereas 63 percent were men.

Women farmers lack access to agricultural inputs due to limited incomes; they also lack access to training and agricultural technology due to the lack of women technicians.

7. Hemmings-Gapihan 2001: The Ministry of Agriculture has not yet translated the national policy of “gender and development” into a specific policy that addresses gender in the rural milieu, although women producers contribute to subsistence production and thus play a major role in food security. The “lettre de politique de développement rural” has no references to gender. The Ministry of Agriculture currently has no extension activities addressed specifically to women producers’ needs, and the Direction de la Condition Feminine has only about 275 agents working in the entire country.

At state institutional level, in the absence of a policy on the questions of gender and rural development, programs suffer from the chronic lack of institutional capacity, procedural instruments [i.e. methodologies] and both human and financial resources. Programs with a scope corresponding to the questions of gender in rural milieu do not exist. The few programs that support women producers in rural areas typically are small scale and implemented by NGOs with limited means and restricted potential and sustainability.

Data: there is little information on the contribution of women to productive activities in the rural milieu and no systematic process to collect data. Quantitative data in particular are missing. Data on women—the percent with access to credit, inputs, technical assistance and

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<sup>2</sup> BTM has since been privatized and became the Bank of Africa (BOA).

other services—are little known and rarely quantified. Yet these data are necessary to define and focus projects on the gender question.

### ENVIRONMENT—RURAL DEVELOPMENT STRATEGIC OBJECTIVE<sup>3</sup>

The USAID/Madagascar environment program has been one of the Agency's flagship environmental programs for the last ten years. Madagascar has been consistently identified by the international community as one of the highest biodiversity conservation priority countries in the world owing to its combination of high diversity, endemism, and degree of threat, Madagascar. To achieve better conservation of this incredible heritage, this flagship program has been implementing a cutting edge approach that has consistently linked a healthy environment to improved well being of the Malagasy people through approaches that addresses biodiversity conservation while contributing to the socio-economic development of the country. The inclusion of rural communities in the management and sustainable use of their natural resource base is critical to ensuring the future survival of these unique resources.

As demonstrated over the last ten years, there are links between natural resources use, economic growth, agricultural productivity, water quality and availability, poverty, health, and governance. Forest ecosystems are complex biological systems that provide society with a wide range of essential products—timber, fuelwood, food, medicine and raw materials. They also provide environmental services such as protection of watersheds and soils and carbon storage to mitigate climate change. Forests are essential to the long-term well being of local populations in Madagascar, the national economy, and the earth's biosphere as a whole.

USAID/Madagascar believes it is critical to continue over the next five years to deepen our efforts by focusing on results and impact at the field level where the interface between people and the environment takes place, and where the direct links between maintaining a healthy environment and food security, health, and economic growth can be clearly demonstrated.

**Working with people closest to the natural resource base will be the nexus of the new Environment—Rural Development SO. Rural men and women have different roles and rights in natural-resource use that the SO will take into account. Women-headed households generally are poorer and may use environmentally unfriendly production practices in order to survive. In addition, the SO will take into account the fact that men and women interface differently with the environment.**

A multifaceted and integrated approach will be pursued to achieve the overall environment strategic objective to:

- Harmonize natural resource management and economic growth to conserve biologically diverse ecosystems in priority eco-regions OR

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<sup>3</sup> Suggestions for inserted language, comments and questions are noted in bold letters throughout the mission's actual draft concept papers. Suggested language is inserted into the text itself, while questions and comments for the mission to consider are set off by parentheses.

- Conserve Madagascar's biodiversity capital to contribute to economic growth in priority eco-regions. OR
- Conserve biologically diverse ecosystems through environmentally sensitive economic growth in priority eco-regions

The Environment—Rural Development SO will provide approaches to achieve biodiversity conservation while promoting sustainable use of natural resources and economic growth for rural men and women in local Malagasy. A special effort will be placed on promotion of public-private partnerships. Ultimately, the program is oriented to support the premise that natural resources are well managed when they are productive, critical to economic activities and vital to improving human welfare

First and foremost, there must be core protection zones for critical biodiversity areas. These fulfill the need to protect priority natural resources, whether they are forests, biodiversity, watersheds, etc. Around these core zones should be zones of sustainable use, which can be privately, publicly, or locally managed. Within these multiple use zones, depending on their proximity to core protection areas, sustainable use and varying levels of management intensity will be utilized. This will lead to gains in the value of production in selected land use systems and create off-farm employment opportunities with linkages to markets at the regional, national and international level as a means to stem environmental degradation and directly increase income for rural Malagasy households.

As such, the program proposes to focus in four activity areas:

The first activity area, improved management of critical biodiversity habitats, will promote an increase in the representation of critical biodiversity habitats protected within and outside the protected area network. Activities will ensure the continued development of the protected areas network, while focusing more on individual park management activities, including ecotourism development fill the role of protecting critical biodiversity for the purpose of conservation, recreation, and environmental education.

The program will use new and innovative mechanisms to ensure that Madagascar's critical biodiversity which falls outside the protected area network is protected. A total of 90 percent of the country's biodiversity lies within forest areas, of which only 10 percent is represented in the national parks network managed. With forests declared by the GOM as a "strategic national resource", activities will be undertaken to better conserve additional forests with critical biodiversity resources.

Building on the past ten years of support in establishing a protected areas network, an increasing emphasis will be placed on the following underlying elements:

- Improving conservation of the diverse ecosystems through better field level management
- Providing a growth "pole" for regional and local economic development and creating the foundation for sustained long-term growth in ecotourism.
- Involving communities around the protected areas in activities that contribute to improved conservation and their improved economic well being

- Prioritizing key forest ecosystems by better defining conservation and resource management use categories
- Enlarging responsibility for natural areas conservation with “voluntary protected areas” to be managed at the regional or communal level.
- Mobilizing financial resources from international corporations and private donors to contribute to a trust fund for the conservation of Madagascar’s unique biodiversity

The second activity area, sustainable management of forest resources to increase rural incomes, will enhance productive and sustainable use of natural resources assets through a proactive, opportunities-oriented strategic approach to forest management that emphasizes the multiple values and uses of forests for contributing to human welfare and sustainable development. The program will emphasize the economic value of forests by addressing the three different functions of a forest ecosystem: (i) nonmaterial values of forests (e.g. scientific or recreational); (ii) the direct material values of forests (such as wood and other forest products production), and (iii) the ecological services values of forests (e.g., watershed functions, carbon sequestration).

In light of this new orientation, proposed activity areas within sustainable forest use and production would include the following aspects:

- Focusing on forest management objectives that emphasize social and economic benefits and encourage investment in forest management activities as the engine of socio-economic development in target zones.
- Providing for the identification and reservation of forest lands with a view towards capitalizing on their potential for sustainable production of goods, maintenance of environmental services, livelihoods, generation of jobs, income, public sector revenues, contributions to exports, import substitution and associated multiplier effects.
- Creating conditions to encourage the active participation of rural populations and private sector operators in the sustainable management of forests; restoration of relationships between local communities and their surrounding forests and reaffirmation of the rights and responsibilities of those engaged in managing forests.
- Improving methods of harvesting, extraction, utilization, recovery of wastes and value added processing of forest products
- Increasing understanding of the applicability of sustainable forestry techniques for Madagascar, including the development of a better understanding of forest dynamics.
- Mobilizing increased revenue generation based on the different forest values to include carbon sequestration, environmental service payments, and conservation contracts for their ecological functions.

The third activity area, to increase productivity and economic opportunities in conservation priority zones, will be attained by helping farmers shift from slash and burn agriculture to more sustainable and profitable agricultural practices and by fostering mutually beneficial market linkages between small producers and agribusinesses in two of USAID priority eco-regions. **The SO will address the constraints that women producers face, who have a key role in household food production and security, but limited access to essential production factors such as credit, appropriate technical assistance, improved**

**technology, inputs, and participation in producer groups and commercial systems.**

These critical landscapes include biodiversity rich forest ecosystems, water catchment areas, land use systems where agriculture has high potential for sustainable growth, marginal lands with valuable non-agricultural resources that are under threat of degradation, and landscapes that can support economic diversification with linkages to viable markets.

This approach will address the socio-economic causes of human pressures on highly valuable forest corridors and will contribute to alleviate poverty while improving food security in both regions. USAID will build on solid foundations established by the current eco-regional conservation and development program, which has clearly demonstrated that slash and burn agriculture can be halted and expansion of lands encroaching on priority ecosystems can be limited through agricultural intensification and income generating activities based on sustainable use of natural resources. **(NOTE: Any information on women's/women-headed households' agricultural intensification and income generating activities based on sustainable use of natural resources should be included here.)**

USAID will implement activities, at the local, regional and national levels, aimed at increasing farmer (rural men's and women's ) incomes in ways that will create strong economic and geographical linkages between rural development and reduction of pressures on forest corridor in both eco-regions. There will be interventions at key production and commercialization phases of the commodity chain, from small farmers living near forest corridors to agribusinesses operating in coastal areas.

Increasing productivity also requires competitive market development by farmers and rural based enterprises. Marketing strategies based on consumer demand and diversified products, and linkage of producers to markets will be key elements to ensure that the production of agriculture and environmental goods and services is sustainable and profitable. USAID will take advantage of the support provided by the Cyclone Recovery Program to improve production systems in both regions, creating the necessary conditions to revitalize regional economies and multiply market opportunities for agribusinesses and small farmers. The goal will be to considerably broaden the impact of previous interventions by working with many more farmers (women farmers, women-headed households?) and strengthening market based connections between small producers and private enterprises, especially those involved in cash crop processing and export (are women the major actors in producing/processing some specific cash crops?).

In deepening our efforts, a greater focus on increasing productivity in selected land use systems, off-farm employment and addressing farm to market linkages will be assured by:

- Increasing agricultural productivity through ecologically friendly techniques, which could imply diffusion of improved practices mainly through a farmer to farmer approach , access to credit and inputs and rehabilitation of small infrastructures.
- Enhancing capacity of local actors to carry out market oriented activities and sustainable practices on a large scale and by expanding and empowering existing and vibrant network of farmer associations to take full advantage of market opportunities.

- Improving performance of private enterprises with a focus on agribusinesses, ecotourism, and other forms of sustainable exploitation of natural resources that demonstrate direct linkages in reducing in areas of critical biodiversity habitats.
- Diversifying household economies through the introduction of new perennial, new agro-ecological and low input technologies, and “organic” agricultural practices with appropriate technology for men and women farmers.
- Enhancing rural development at the regional level by providing support to “autonomous provinces” to elaborate regional development plans, promote trade and investment, and acquire an eco-regional vision focused on environment–development linkages.

The fourth activity area, improved environment accountability/governance for socio-economic growth, will work to promote the active involvement of the public, private sector, civil society and various interest groups in improving environment management. Good governance is key to reversing environmental damage in Madagascar. The environment is the mainstay of national, local, and household economies; and social and cultural life of the rural majority revolve around it. Natural resources is one of the most important source of wealth and power, including state power, in Madagascar. Accountability, transparency, democratic participation, rule of law, and an active civil society are all required to curb illegal exploitation of natural resources and ensure sustainable environment management.

The program will be strategically placed to move resource allocation decisions closer to the targets by promoting the following key governance aspects to natural resources management:

**Deepening and Strengthening Civil Society by:**

- Educating civil society about its role as an advocate for better environmental management
- Building a vibrant civil society with a range of scientific, technical, social, and advocacy capabilities in environmental management

**Increasing Information Flows by:**

- Encouraging and facilitating participation in environment management through greater information flow and communication with the public and communities about their role as forefront watchdogs of their environment
- Improving dissemination of information on natural resources management rights and forest exploitation regulations to allow local leaders and citizens to have a more prominent voice at the national level concerning national resource use
- Incorporating environmental information into the investment process through the application of environmental impact assessment tools;

### **Supporting Good Governance through the decentralized process by:**

- Defining new roles, responsibilities and relationships between national government, autonomous provinces, private sector and civil society to improve natural resources management and accountability
- Decentralizing authority and responsibility to build a responsive alliance between government and citizens to improve transparency as a counterbalance to current centralized dominance of natural resources management improve natural resources management
- Ensuring environmental concerns are considered in regional and communal decision making; and transparency and accountability are integrated within the decentralized structure of the new created autonomous provinces.

### **Environment—RD Strategic Objective:**

#### **Funding Needs:**

The Environment—Rural SO will need \$ 7-9 million per year for natural resource management and rural development activities, as follows: 1) \$6-7 million in environment funds to improve critical management of critical biodiversity habitats, include better managed National Parks as regional economic growth poles for ecotourism development; to enhance productive and sustainable use of natural resources by addressing multiple values and uses of forests to increase rural income; and to promote the active involvement of the public, private sector, and civil society in improving environmental governance for socio-economic growth; and 2) \$2-3 million in agriculture funds to increase productivity and economic opportunities through more sustainable and profitable agricultural practices and by fostering market linkages between small producers and agribusiness in two eco-regions.

#### **Proposed Contracting Mechanisms:**

3-4 procurement mechanisms (Contracts/Cooperative Agreements) will be used to provide support for the four activity areas:

- \$1- 1.5 million per year for improved management of critical biodiversity habitats
- \$2.5—3.5 million per year for sustainable forest management
- \$2 - 3 million per year for agricultural productivity and market linkages
- \$1.5 million/year for environmental governance

#### **Staffing Requirements:**

- Environment - RD SO staff requirements comprise of a US PSC Environment Team Leader,
- 1-2 locally hired USPSC , 3-4 senior FSN technical specialists (Environmental Policy, Forestry, Ag/Private Sector and/or Governance) and 2-3 FSN support staff responsible for financial and information management.

#### **Geographical focus:**



- Ecoregional or spatial focus should be maintained, with a priority on eco-regions in the Fianarantsoa and Tamatave provinces
- USAID should continue to focus its relatively scarce financial resources along these two principal forest corridors to reinforce the continued need to invest significant resources in these biologically critical, but economically peripheral regions of the country.
- Capitalize on the USAID's experience in working in lowland tropical areas to diversify production towards farm to market linkages, but leverage donor investments in infrastructures.
- Continue to focus its future program activities on the transport arteries that have been rehabilitated as a way to capitalize on investments.



**ANNEX II**

**SO2: ECONOMIC GROWTH, AGRICULTURE, AND  
RURAL DEVELOPMENT**



## SO2: ECONOMIC GROWTH, AGRICULTURE, AND RURAL DEVELOPMENT

*E. Adelski*

*Contextual gender information relevant to the EGARD SO:*

1. In rural areas, men's and women's social and economic roles generally follow traditional norms. Men usually have greater control over household resources (land and income), easier access to credit, are responsible for representing the household in the public domain such as producer groups and decision-making committees, are more involved in commerce, may emigrate to find work, and are the primary target for technical assistance. Women's major responsibilities are the daily activities of household survival, including food crop production, some marketing, child care, and cooking. Women generally have less access to income, credit, technical assistance, and education, and a secondary role in local decision-making. It is estimated that women have 14-16 hour work days, and men have 8-10 hour work days (DRV). Women's work overload is a major obstacle to training and to improving the productivity of their income-generating activities. As COMODE stated, women will need to be pushed to engage in new development activities because their traditional role limits their view of their potential opportunities, as well as the time and energy they have to invest in them.

2. LDI staff reported that lack of education and the influence of tradition affect their work in the eastern project areas. Lack of education is a fundamental constraint on technology transfer, especially for women, who tend to have less education than men. Women's illiteracy limits their access to microcredit, as they cannot fill out the forms, so men tend to have greater access. Lack of education also affects the effectiveness of the producer groups that manage the local input warehouses, as they have problems doing the paperwork necessary to order and inventory inputs.

Tradition in this area gives older men the first right of speech, followed by the younger men; women traditionally do not speak in public and take a secondary role in decision-making. Women do not speak up in mixed groups. (They did not participate in verbally evaluating the project in a mixed group, but when LDI sent a female technician to talk with them they had much to say.)

Ninety-five percent of LDI's project groups are mixed, men and women, but they are male dominated: only 20-36 percent of the members are women. The "chefs de menage" join the groups, which means the male household heads. There are both single and married women in the groups. Women are a minority among the seven officials that each producer group has.

3. Randriamaro, 1997, UNDP: "In the rural milieu, women generally constitute a free [manual] labor force for couples or families." Women above all are responsible for subsistence crop production. Women farmers have low yields compared to men, as low as 22 percent of men's rice yields and 16 percent of men's corn yields [note: no region or type of farmer is cited here]. The reasons for this difference are women's difficult access to the

means of production and low-technology practices and tools. These constraints, when added to the additional challenges related to women's work overload, malnutrition, and frequent and closely spaced pregnancies, reduce women's productivity to a drastic extent. In addition, low literacy rates among women separate them from major production resources: training, technology, inputs, credit, and from market circuits for surpluses. From 71 percent to 82 percent of women's agricultural production is consumed by the household. Due to decreased productivity, the result of decreased soil fertility and erosion, women farmers more and more rarely have a marketable surplus, so they do not have cash income. Extension and research oriented toward women and their agricultural issues is limited by the small number of women in these fields in Madagascar: in 1993 there were only 100 female field technicians, 60 technical assistants, 150 agronomists, and a few researchers.

4. Randriamaro, 1997, UNDP: Physical strength is the principal criterion for payment in agriculture, and men are always better paid than women. In Antananarivo (Tana), female daily agricultural wage laborers earn 3-4,500 fmg (francs Malagasy) and males earn 4-5,000 fmg. (In urban areas the law that mandates equal pay for equal work evidently is observed, for the most part, in the public sector and in part of the private sector). A household survey in 1993 reported that rural women's annual incomes generally were just above those of the unemployed; women's agricultural income was 72 percent that of men's.

Rural households have a cash-box to which both wives and husbands contribute. Women contribute their incomes from crops sales, small livestock husbandry, and artisanry. Women may make decisions concerning expenditures for daily household needs, particularly when transactions are small. However, large household expenditures and other types of transactions require approval by the male household head.

5. Randriamaro, 1997, UNDP: Traditional rights to ancestral land are reserved for men; women can use land but have no real control unless they buy it or receive it as a gift. Rural women thus have limited access to this major factor of production due to the "feeble application of modern law" and their low incomes. Environmental degradation may reinforce this marginalization as land tenure has become a highly disputed stake. In 1993 only 19 percent of all title holders were women. Most women who own land have 0.25 to 1.5 hectares. Among the land-holders who have 1.5 hectares, 44 percent of the farms are run by women household heads.

6. Randriamaro, 1997, UNDP: Women have more difficulty accessing credit than men due to: lack of collateral due to lack of financial resources, low educational levels in the face of complex procedures and banking rigidity; lack of information about and knowledge of lending institutions; and the social attitude that taking out credit should be reserved for men. In 1993 only 18 percent of beneficiaries of credit from one of the major banks in Madagascar (BTM) were women whereas 63 percent were men.

Women farmers lack access to agricultural inputs due to limited incomes; they also lack access to training and agricultural technology due to the lack of women technicians.

7. Randriamaro, 1997, UNDP: As agricultural producers, women are primary users of Madagascar's natural resources. Poverty survival strategies push them toward overuse, so unfortunately such strategies contribute to decreasing the possibilities for economic growth linked to the natural resource base. As a result, they decrease their own possibilities for economic improvement in the future. In a context where the environment is central to economic and social development, the promotion of women's roles in NRM is imperative for their empowerment.

8. Hemmings-Gapihan 2001: The Ministry of Agriculture has not yet translated the national policy of "gender and development" into a specific policy that addresses gender in the rural milieu, although women producers contribute to subsistence production and thus play a major role in food security. The "lettre de politique de développement rural" has no references to gender. The Ministry of Agriculture currently has no extension activities addressed specifically to women producers' needs, and the Direction de la Condition Feminine has only about 275 agents working in the entire country

At state institutional level, in the absence of a policy on the questions of gender and rural development, programs suffer from the chronic lack of institutional capacity, procedural instruments [i.e. methodologies] and both human and financial resources. Programs with any significant focus on gender do not exist in the rural milieu. The few women-focused programs that do support women producers in rural areas typically are small scale and implemented by NGOs with limited means and restricted potential and sustainability.

Data: there is little information on the contribution of women to productive activities in the rural milieu and no systematic process to collect such data. Essential data on women—e.g. the percentage with access to credit, inputs, technical assistance and other services—are little known and rarely quantified. Yet such data are necessary to accurately define and focus projects on gender issues.

**USAID/ MADAGASCAR: ECONOMIC GROWTH, AGRICULTURE  
AND RURAL DEVELOPMENT  
STRATEGIC OBJECTIVE 2003 –2007 (EGARD-SO)<sup>4</sup>**

### **The Context**

The EGARD-SO will reduce rural poverty by increasing rural family incomes. In Madagascar food insecurity is mostly caused by poverty and an estimated 80 percent of rural families are poor. As these families farm for their livelihoods, market led agricultural development will concurrently improve their incomes and food security. Market led agricultural growth will also discourage slash and burn agriculture, the greatest threat to Madagascar's biodiversity rich forests, and provide employment and livelihood opportunities that draw growing populations away from threatened forest corridors. The EGARD and biodiversity conservation SOs will be mutually reinforcing. Market led agricultural growth can reduce poverty, improve food security and conserve biodiversity all at once.

There are direct and important links between agriculture, rural income, food security, forest conservation, and disaster preparedness. Madagascar is highly susceptible to frequent cyclones. Cyclones cause much greater destruction to landscapes, roads, railroads and irrigation systems where forests have been cleared and hillsides can't absorb rainfall and stagger runoff. The EGARD-SO will increase small farmer access to modern technologies as alternatives to slash and burn agriculture, the principle deforestation cause in Madagascar.

**Women-headed households generally are among the poorest and most food-insecure, and need specific assistance to adopt modern technologies and develop market links in order to simultaneously improve their NRM and economic status. The fact that, as agricultural producers, women are primary users of Madagascar's natural resources is relevant to this SO. Poverty survival strategies, especially for women-headed households, push them toward overuse, so unfortunately they contribute to decreasing the possibilities for economic growth linked to the natural resource base. As a result, they also decrease their own possibilities for economic improvement in the future. In a context where the environment is central to economic and social development, the promotion of women's roles in NRM seems imperative for conservation and development.**

Madagascar has impressive economic growth potential. It leads the world in vanilla, clove and litchi markets. Its hard working farmers produce an array of attractive commodities: fresh fruits and vegetables; robusta and arabica coffees (including caffeine free varieties); tea; cereals (rice, maize, wheat), tubers (cassava, yams, potatoes); dried beans; oilseeds (soybean, sunflower, peanuts); essential oils (aloe, ylang ylang, ravinala); spices (pepper, ginger); fibers (cotton, silk); tree crops (cashews, cocoa, coconut, palm); dairy products; livestock; and poultry. Agricultural market linkages with southern Africa, Europe and the US (under AGOA) grow day by day.

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<sup>4</sup> Suggestions for inserted language, comments and questions are noted in bold letters throughout the mission's actual draft concept papers. Suggested language is inserted into the text itself, while questions and comments for the mission to consider are set off by parentheses.



**(Note: Insert description of women's cash crops or roles in processing/marketing here.)**

## Current Program

The Landscape Development Intervention (LDI) project links farmer groups to agribusinesses. LDI implements farmer group and agribusiness credit programs; facilitates women producer's access to credit; uses farmer to farmer extension for technology dissemination (organic ginger, agroforestry); supports trade missions (RSA, USA) and market research; and provides business development services to agribusinesses that buy products from small farmers. The mission's Cornell University policy research project informs agricultural, trade and investment policy decisions with better information and analysis.

## Proposed Program

The EGARD-SO will support market driven production of existing and new primary and processed agricultural goods for domestic and international markets, including specialty crops and processing roles that will improve women's market links. Agricultural trade and investment constraints along the entire commodity chain will be addressed: farm productivity, market organization, agribusiness competitiveness, national policy and international trade.

To increase small farmer domestic and international market participation, the EGARD-SO will promote three productivity enhancing technology types: 1) "Green Revolution" agricultural methods using irrigation and inorganic fertilizers; 2) traditional or improved agro-ecological methods: intercropping, rotations, improved fallow, crop-livestock integration, green manure cover crops and integrated pest management; and, 3) genetically modified crops that resist pests and drought and produce higher yields. Technology choice will reflect consumer preferences, men- and women-farmers' different capacities, agribusiness competitiveness, and Malagasy policy (i.e. bio-safety regimes).

Agribusinesses, NGOs, state services and farmer to farmer extension will promote market responsive technologies. EGARD-SO agribusiness development services will encourage mutually beneficial agribusiness-small farmer-export market linkages and investments. USAID lessons learned identify several pre-conditions for successful agribusiness development: 1) government commitment to market-led agricultural growth; 2) a need for increased indigenous agribusiness capacity; 3) a minimum level of national entrepreneurial skill; 4) NGOs with productive, long lasting technical relationships with small farmers; 5) adequate transportation and communication infrastructure. These variables, to a greater or lesser degree, are present in Madagascar.

Madagascar's poor road and communication networks, long distances between farmers and markets, small marketable surpluses, weak rural institutions and accentuated terrain increase agricultural extension, rural finance, and marketing risks and costs. To reduce costs and encourage mutually beneficial agribusiness-small farmer linkages the EGARD-SO will support farmer initiated, gender-equitable, democratically managed, financially viable, group businesses. Farmer group businesses will use farmer to farmer extension to reduce

technology and market information dissemination costs. They will reduce financial intermediation risks and costs through group liability for and management of rural finance (microfinance, outgrower schemes, forward contracts, etc.) and they will employ group input and output marketing to reduce marketing costs. Farmer group businesses will network into regional and national farmer federations to provide governance contributions representing the shared interests of Madagascar's rural poor. Given women's constraints on production, access to credit, and income generation noted above, woman-to-woman extension, information dissemination, and women's marketing groups would be appropriate.

The EGARD-SO will encourage business association development and participation in public sector-private sector policy dialogue to complement rural family governance contributions. Most Malagasy firms must cooperate to profitably compete in international markets. EGARD-SO agribusiness clients will participate in business associations that increase technology use (including information technology), penetrate new markets, attract investment, facilitate contract enforcement, and lobby for better policies. Public sector-private sector forums where farmer representatives, NGOs, private firms, government and donors talk about lessons learned, investment ideas and domestic and international policy, will be encouraged. These initiatives will pay specific attention to US companies in Madagascar and Madagascar companies accessing US markets under AGOA.

To inform public sector-private sector policy and investment discussions the EGARD-SO will support policy research through a US land grant institution and Madagascar's agricultural research and academic institutions. Research will be driven by the needs of rural men and women, and agribusiness. Potential analytical issues include land tenure and property rights; women's production issues; agribusiness-small farmer business model efficiency; the impact of global commodity price trends on technology needs; and long term technology development systems. This component will develop Malagasy capacity to combine private and public sector objectives, market opportunities, rural family aspirations, new technologies, and domestic and external finance in national economic growth strategies that speed global market integration. It will encourage a US land grant university to establish a permanent teaching and research presence in Madagascar.

## Linkages

The EGARD-SO will complement the mission's biodiversity conservation SO. When profitable in responding to market demand the EGARD-SO will encourage rural families using slash and burn farming to adopt environmentally friendly technologies. The EGARD-SO will work with AFR/SD's Tree Crops Initiative to increase small farmer production and agribusiness export of coffee, cocoa and cashew products. In Madagascar's biodiversity rich conservation areas cashew and coffee production is closely linked to improved forest management. The EGARD-SO will work with AFR/SD's Agribusiness in Support of Natural African Products (ASNAPP) project to increase natural product exports that provide rural families with alternatives to slash and burn farming and firewood production. (NOTE: Insert brief description of EGARD links to the DG SO that will promote women's participation in local civil society organizations, decision-making, and leadership.)

The EGARD-SO will leverage hundreds of millions of World Bank rural development, environment and watershed management dollars. It will expand work with the Bank on agribusiness and farmer group business development and integrated trade policy framework analysis. EU farm to market road investments will reduce extension and marketing costs. With the French, the EU is dealing with land tenure and property rights. The French Development Agency pioneers conservation farming with compelling experience from 20,000 small farmers to build upon. LDI and the Swiss have fleshed out agricultural productivity, group businesses and forest conservation linkages. Their message: appropriate small farmer linkages to markets reduce poverty and discourage slash and burn agriculture. (QUESTION: Will this message include information from them about women producers?)

The EGARD-SO will aggressively pursue new partnerships and alliances. Rural group businesses will form core alliances with Malagasy agribusinesses and international buyers and investors to leverage labor, land, finance, technical, managerial, and market know how contributions in ways never seen in Madagascar. NGO and university assistance will complement this core alliance to enhance technology access, policy understanding and market awareness. Other government, donor, foundation and private sector contributions will be attracted to broaden impact. LDI recently provided business development services to a \$13 million Malagasy-Swiss joint venture, ECU Bioprocess (ECU-B). ECU-B will export organic fruit concentrates, oleoresins, and fresh vegetables with processing throughput from small farmers. (NOTE: Here is an opportunity to emphasize women's participation at different levels, i.e. from producers to business managers.) This illustrates the type of global development alliances EGARD-SO will pursue.

The EGARD-SO will be an investment vehicle that sustainably alleviates Madagascar's rural poverty and food insecurity. By linking rural families to domestic and international markets through efficient and competitive agribusinesses, the EGARD-SO will present US and other investors with the products, partners and policies they need to make money and improve rural livelihoods. Farmer federations, business associations and public sector-private sector forums will develop learning, investment, problem solving (including workplace HIV prevention) and policy making capacity that combines rural family, business, government, NGO and donor contributions to speed positive impact. Through expanded use of traditional, improved, and/or cutting edge technologies small farmer competitiveness will be increased, biodiversity rich forests preserved, and Madagascar's natural ability to resist cyclone damage strengthened. The final result will be food secure rural families, profitably responding to globalization's opportunities and risks, but avoiding the perils of deforestation. The EGARD-SO represents USAID's next generation of agricultural development investments in Madagascar, investments that rely on markets, incentives and innovation to succeed.

## **Resource Requirements**

We request the FY 2003 R4 request level of \$5 million per year (\$1 million from our Economic Growth account, the balance from the Agriculture account). We also request up to

\$6 million in PL 480 Title II resources. Considering possible non-USAID funds leveraging and impact possibilities, this new SO could effectively employ up to \$10 million annually.



**ANNEX III**

**SO3: HEALTH, POPULATION, NUTRITION**





### SO3: HEALTH, POPULATION, NUTRITION

*E. Adelski*

*Contextual gender information relevant to the HPN SO:*

1. Women's major constraint on getting health care is time. Both urban and rural women are often too busy with both production and household, so that they can rarely take the time away from these to go to a clinic for health-care, for their children or for themselves (JSI). Women's heavy workloads also create constraints for breastfeeding, as they generally leave their infants at home in the care of other siblings or grandparents (Linkages). Given their multiple responsibilities for household survival, women have to decide whether and when they can affect the whole household's well-being by taking time off from essential productive activities to take a sick child to the clinic. Both women's time to cook for their children and the money to buy the proper food are both in limited supply. Men, on the other hand, are rarely involved in this domain. The cultural pattern tends to be that men eat first and get the better food, and they also may spend household income on alcohol for themselves.

It is estimated that women have 14-16 hour work days, versus men's 8-10 hour work days (UNDP and DRV). Women's work overload is a principal obstacle to training and to improving the productivity of their income-generating activities. It is estimated that women are responsible for 70 percent of all household work and men are responsible for only 2 percent (UNDP 1997).

2. Constraints on rural women's and children's health include women's lack of knowledge of good health practices, the lack of decent health infrastructure in rural areas, and their lack of education (CRS). The root causes of women's ignorance of good health practices are lack of access to education and clinics.

According to UNDP, the reasons for women's poor health include undernutrition, malnutrition, work overload, lack of access to medical care, pregnancies beginning at a young age, lack of birth control, and lack of education (UNDP 1997).

3. Madagascar is still a male-dominated society. Men have more power in the decision of using condoms (for birth control or to prevent disease) (PSI). Key gender issues relate to condom use and social marketing. Women lack the power to insist on protection against pregnancy and disease, be they wives, girlfriends, or sex workers. This power differential is a fact of life for Malagasys. Men dominate decisions in this sphere and regard pregnancy as a woman's problem, not theirs. For prostitutes', however, the problem is access to condoms—bars raise the prices at night when more are bought.

4. PSI has found that rural women are not autonomous in making decisions about expenditures on health care (e.g. buying mosquito nets). Women have to ask their husbands for the money if the amount is over a certain threshold, at which point the expenditure is the man's decision.

#### 5. Family planning (source: Randriamaro, UNDP, 1997):

Having children is the objective of marriage and highlights the role of women in it; sterilized rural women are devalued. Male sterilization, on the other hand, is “inconceivable.” For Malagasys, children provide labor and social security for old age. However, now there is a tendency to wish to have fewer children than previously; the preferred number has now dropped from six to between three to five children for all socioeconomic classes. This is particularly true among young people, no matter their residence and educational level, due to economic problems and the understanding that birth control is advantageous for both children and mothers. Studies show that people who want big families live in isolated areas and are very attached to tradition, e.g. Ivohibe, Antsohihy, Ambovombe, Vatomadry, Antalaha. Due to IEC two-thirds of Malagasy women 15-25 know about modern contraceptives, compared to only half as many men. The social factors that make rural women’s use of contraceptives low is: lack of information about modern methods; the belief that these are against nature, religion or tradition; low education rates; and couples’ reticence.

Most commonly husbands are the ones to make the decision about birth control, particularly in areas where tradition is dominant. This tendency, however, is “tempered by the practice of collaboration and consensus-seeking that is common among the Malagache.” Increases in women’s economic contribution to the household tends to increase their power to decide about birth control, especially in the middle and higher classes. Abortion, in contrast, is a woman’s decision.

#### 6. Sociocultural profile (source: Randriamaro, UNDP, 1997):

In rural areas, boys are viewed as more important than girls because they will carry on the family name, manage the family, and care for tombs, while girls are destined for marriage and to leave their families. Rural girls learn submission and obedience to males; their family education is focused on their future reproductive role. Similarly, girls have less free time for playing and studies, and do more housework. In many ethnic groups, the women and girls eat last and do not eat enough. As a result of these social factors, rural women are malnourished, under-educated and thus remain on unequal footing with men in Malagasy society. At the community level, women generally tend to be highly dependent on the “[male] household head,” due to the principle of male supremacy. It is a social tradition that men represent the household in public. However, these patterns are changing in urban areas where nuclear families women seem to have acquired some autonomy.

Women’s social status is determined by norms and values that are quite patriarchal, particularly in rural areas where society is also hierarchical. Women are the “cadets sociaux,” that is, the lowest social rung and below the men. Rural women suffer a double handicap due to the urban/rural dichotomy: unlike urban women they do not have access to services.

It must be noted that current gender relations are part of a society in economic crisis, in which the primary reflex for all actors is to rely on what is most certain, i.e. on traditional values not new ones. Nevertheless, gender relationships in Madagascar, like society, are definitely undergoing change.

**CSP (2003-2008)**  
**DRAFT CONCEPT PAPER**  
**HEALTH POPULATION NUTRITION STRATEGIC OBJECTIVE<sup>5</sup>**

**Context: What Is The Development Problem Being Addressed?**

Despite improvements in a number of health indicators over the past five years, Madagascar continues to face serious health sector problems. The public health infrastructure remains weak in spite of the Ministry of Health's effort in 1999 to deploy 700 new physicians to isolated, rural, underserved areas and the implementation of a cost recovery system in 1998. A study completed in June 2000 by the World Health Organization (WHO) on the evolution of health care systems ranked Madagascar 159 of 191 countries. Criteria for the ranking included a) general health of the population, b) inequalities in health of the population, c) the responsiveness of the health system, d) client satisfaction, and e) financing. Health care expenditures per capita per year are \$7.3.

Between 1997 and 1999 the life expectancy for men dropped from 54 to 45 years and for women from 56 to 48 years. The mortality rate for children under 5 years of age is 162.6 per 1000 live births. Diarrheal diseases and malaria are the highest causes of death in children and malaria the highest cause of death in adults. Vaccination rates are unacceptably low with only 44 percent of children receiving full vaccination coverage. Reproductive health is a priority concern. The fertility rate is ~6. 31 percent of births to Malagasy women are classified as high risk. Birth intervals of less than two years and adolescent pregnancy are important factors underlying risk. The contraceptive prevalence rate has increased from 5 percent in 1992 to about 12 percent in 2000 (QUESTION: is this a change in the national rate or in urban areas; is any rural/urban breakdown available?) However, there is still a high unmet need for family planning services. The Demographic Health Survey (DHS) shows that over one in four women would like to use modern methods and are not. Malnutrition defined as stunting remains at about 50 percent for children under 5 years of age. While the prevalence of HIV is just at 1 percent, the rates of classic sexually transmitted infections (STIs) are very high. Syphilis rates range from 15 percent among pregnant women to 35 percent among sex workers. The potential for a rapid spread of HIV within the next 5 years is high.

The public sector provides services at approximately 80 percent of health facilities nationwide, but the quality of services is often below standard and basic medicines and supplies are frequently in poor supply. The number of family planning sites has risen from 150 in 1992 to about 1,143 in 2000 (QUESTION: is any rural/urban breakdown available?)

The GOM health system began a process of "decentralization" in 1990. As greater autonomy and decision making power is devolved to provincial and district level health offices, USAID

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<sup>5</sup> Suggestions for inserted language, comments and questions are noted in bold letters throughout the mission's actual draft concept papers. Suggested language is inserted into the text itself, while questions and comments for the mission to consider are set off by parentheses.

has supported strengthening the program and management skills of MOH staff through direct grants to MOH offices at central provincial and district levels, and through support to National systems (EPI, contraceptive distribution etc).

The decentralization process included implementation of a cost recovery system.

### **Current Program in the Health Sector**

The current strategic objective “Smaller Healthier Families” contributes to the Agency’s goal of stabilizing the world’s population and protecting human health. The strategy is implemented through integration of health, family planning, disease prevention and disaster preparedness focusing on vulnerable populations. The SO interventions are targeted at five levels that are described as intermediate results:

- Policy—improved policies, program advocacy and decision-making;
- Institution—improved capacity to plan and manage programs at the national, regional and district levels;
- Health center—increased access to quality health and family planning services;
- Community—increased community participation leading to improved health and food security; and
- Family—increased use of services and healthy behaviors.

To achieve the above intermediate results USAID SO2 is organized in four results packages and one unit and tracks the progress of results through specific indicators:

- Increased use of modern contraceptives tracked through increased contraceptive prevalence rate and couple years protection and increased number of family planning sites (QUESTION: Can this be disaggregated by Tana, secondary urban centers, and rural areas, in order to assess impact on the rural population?)
- Improving the health of children three and under tracked through increased immunization rates (DPT 3) (QUESTIONS: Can this be disaggregated by Tana, secondary urban centers, and rural areas?)
- Preventing STI/HIV/AIDS tracked through increased condom sales (QUESTION: Can this be disaggregated into the above categories?)
- Increasing the dissemination of quality program data and use by policy makers
- Alleviating routine and disaster-induced food insecurity among select urban and rural communities tracked through increased rice production in targeted areas, and increased percent of children 4-5 months old who are breastfed without supplementary feeding or liquids. Women-headed households are likely to be among the most food insecure and also likely to require specific targeting to be included in programs to increase rice production. This may include women whose husbands are absent due to long-term emigration.

## **Key results**

### **(QUESTION: Is an urban/rural breakdown available for any of these statistics?)**

Key results for the health population nutrition SO have generally exceeded targets over the past five years and results have been significant. The use of modern contraceptives increased, reaching 320,000 couple years of protection in 1999 reflection a contraceptive prevalence rate of 12.7 percent of women in union Immunization rates for children age three increased dramatically in USAID focus districts through innovative community-based social mobilization approach initiated under the BASICS project and scaled up through the JSI project where coverage is over 80 percent. Catholic Relief Services (CRS) reached close to 75 percent coverage in its Title II food assisted Child Survival (FACS) communities. And the third year of National Immunization Days for polio eradication achieved close to 100 percent. Clearly the community based approach works, unfortunately in contrast to these successes, the Diphtheria-Pertussis Tetanus (DPT) coverage nationwide dropped to only 36 percent according to a national survey. USAID will continue to work to strengthen to re direct commitment to regular immunization program.

## **Health Pop Environment**

In addition to the above results, USAID began developing and implementing cutting-edge integrated activities in the area of health, population and environment. (add examples)

## **Decentralization**

USAID also worked closely with the GOM, developing models to support the MOH process of decentralization. One model is through direct grants to the ministry of health at central, provincial and district levels beginning in 1994. This model has expanded to 20 health districts that are currently receiving grants directly from USAID. This complex and management intensive process will be evaluated to determine how it might be streamlined the future and the degree to which it has strengthened program and financial management at the district level.

## **Strengthening Health Systems**

USAID has worked with SALAMA the central drug purchasing agent. USAID is currently finalizing a Memorandum of Understanding between SALAMA, the GOM, UNFPA to allow the integration of contraceptive into the essential drug procurement and distribution system. This integration will improve management of contraceptives at all levels and will streamline and systematize the distribution process. Contraceptives would follow the same distribution system as essential drugs and would be channeled through franchised district level storage facilities (Pha G DIS). District health offices will take on more responsibility for local level management further strengthening the districts. Ultimately, SALAMA will be experienced enough to manage both contraceptive procurement and distribution. There are now about 50

Pha G DIS operational out of 111 districts (QUESTION: Does the mission have information on the rural/urban breakdown of these facilities? This information could be important, as rural women's access to contraceptives/drugs is likely to be much more limited to urban women's access to the same.

## **Social Marketing**

Social marketing and strengthening the private and NGO sector is another mechanism to support improved health services. USAID has worked with multiple NGOs, private companies, and private physicians over the past 8 years. Nation wide social marketing of condoms, hormonal contraceptives and Sur Eau has proven very successful. This experience in the private sector provides the flexibility for USAID to work in the private or public sector depending on how decentralization evolves. The CSP should be designed in such a way to be able to expand or contract in either the private or public sector.

## **Proposed Program**

### *Strategic Orientation*

The HPN SO will build on the best and promising practices of last ten years of experience. A major consideration in the orientation of this strategy is the evolution of the overall health sector reform and the Ministry of Health's decentralization approach. The SO will balance activities between the public and private sectors. In the public sector, strengthening policies, health finance schemes and services to ensure that the poorest of the poor can access health services. And in the private sector, supporting the growing NGO and private sector systems and services. The strategy will also maintain a focus at two distinct levels—at the community level and at the national or provincial level to strengthen key policy and systems. A focused integrated effort at the community level remains important because this is the interface between availability of health services and products, and the individual health needs that will catalyze critical changes in behavior and practices resulting in healthier and more productive families. National level health reform policies and adequate systems and infrastructure are key to ensuring long-term sustainability of products and commodities, a strong well trained professional staff, a well oiled health information system providing critical information that is regularly used in making decisions and that human rights and dignity are respected.

### *General Approach*

USAID/Madagascar will continue to focus its health program in the areas of STI/HIV AIDS, infectious disease, child and maternal and reproductive health at both the community and the National levels. Within this scope STI/HIV prevention will be scaled up to meet the challenge of a potential explosion in the epidemic. Given men's reported control of decisions about condom use, summarized above, IEC tailored for men and women will be necessary.

Malaria prevention will receive additional attention, as it is a major cause of morbidity and mortality. In the child survival area, interventions will continue to focus on improving immunization coverage, the integrated management of childhood illnesses, nutrition and food security, with a target population of children under five. Maternal health will be bolstered by activities to improve the rate of immunization against neonatal tetanus for pregnant women, prenatal care and nutrition, safe delivery practices, and the prevention and treatment of sexually transmitted infections. Reproductive health will be addressed through improvements in access to services and quality of service delivery and insuring a reliable and adequate supply of contraceptives. Improving maternal and reproductive health will include IEC for both men and women in rural areas, as men have a key role in allocating resources for health care, condom use, and family planning.

USAID will continue to take a leading role in STI/HIV prevention by providing technical and management support to the coordinating body within the Prime Minister's office, in policy development and through focused operations research and targeted interventions. Widely disseminating information from innovative pilot programs and research will be important to leverage other donors funding. For malaria prevention, USAID will continue to promote the social marketing of bed-nets and will begin to address the areas of IEC, improved access to treatment and environmental health.

This SO will continue and strengthen linkages among nutrition, food security and child and maternal health, and between health and disaster response and preparedness. The synergies created through tightly integrated programs in health population and environment will be deepened and even further strengthened to include an additional focus on watershed management, with an aim to further conserve bio-diversity, increase agricultural production, improve environmental health, reduce water born diseases and augment access to potable water. Rural women are key actors in these areas and will need specific efforts to be involved in order to contribute to creating this synergy.

The mission is considering investing a greater effort in health policy formation and health sector reform to improve equity, access, quality, and efficiency of services as well as improved financial management and financial sustainability of health systems. Key foci of policy dialogue will include contraceptive security, drug supply and equitable access. Rural vs. urban and gender differences are two major factors that affect equitable access and will be taken into account in program investments. In areas where Madagascar has developed strong policies, such as Adolescent reproductive health and IMCI, the SO will focus on the implementation of the policies at the community or district level. In the area of health sector reform, focus will be on decentralization, health sector financing and systems, and strengthening the private sector.

The approach will balance integrated programming in focus geographic areas, with specific technically focused models of better practice and/or intervention research in target areas. Both integrated programs and specific technical models will help to test national policies and decisions as well as to provide critical information to better inform health sector reforms. USAID will continue to work with partners that have a proven track record of success and progress in improving indicators for key aspects of family health.



### *Major Program Components*

The SO will have four primary components: STI/HIV/AIDS prevention and management; Child and reproductive health services; Infectious diseases; and Health sector reform and policy improvements. The following describes the types of activities included in each major component area.

#### **STI/HIV/AIDS**

HIV/AIDS has reached crisis proportions globally; more people have died from AIDS than in all the World Wars; it is a problem of the elite and the poor and touches adults in their most productive years. It has taken a tremendous negative toll on economic, agricultural and social development in many countries, negating development investments and hindering future development. Madagascar, with an estimated relatively low HIV prevalence but extremely high rates of STIs, has a unique opportunity to contain the epidemic. However in order to contain the epidemic in Madagascar, a significantly scaled up and concerted approach is required. USAID has been the lead donor in Madagascar in the fight against AIDS since 1995. Consequently, the mission is well placed to continue providing critical leadership in this area building on the lessons learned from the past five + years.

The goal of this component is to reduce the prevalence of classic STIs and to maintain HIV prevalence at or under 1 percent among 15-49 year olds. There is an obvious and direct linkage between this goal and the reduction of poverty: An explosion in HIV prevalence would contribute significantly to morbidity and mortality among Madagascar's most economically productive population. High costs of treatment of people living with HIV/AIDS will completely overwhelm an already overburdened health system. Agricultural and economic productivity will be significantly impacted with increased prevalence, as will the social burden of orphaned children.

Resources allocated for STI/HIV activities will be consistent with USAID guidelines, will complement the activities of other donors and be consistent with the National Strategic plan for HIV prevention. Resources will be used optimally to provide the greatest direct and measurable impact on the reduction of HIV/STI rates such as improved STI management and to bring about changes in risky sexual behavior. The mission will place a priority on allocating adequate resources for surveillance, monitoring and evaluation, sharing lessons learned and assessment and reporting of results.

Interventions will focus on:

- STI prevention and management
- Promotion of barrier methods and dual protection
- Behavior change interventions (including addressing men's and women's different roles in decision-making related to and prevention of STIs)

- Strengthening the capacity of community associations, NGOs and national and provincial coordinating bodies to plan implement and evaluate high quality HIV prevention programs
- Improved monitoring and evaluation and use of data for decision making
- Policy development and implementation
- Testing and counseling and developing supportive networks with people living with HIV/AIDS

### *Child and Reproductive Health Services*

Madagascar has one of the highest rates of malnutrition in sub-Saharan Africa. Vaccination rates are unacceptably low and child and maternal mortality are elevated (data). This SO will group interdependent activities in child survival, Maternal health and Reproductive health and Family planning. The goal of this component is to reduce maternal and child morbidity and mortality due to malnutrition and preventable childhood illnesses, the primary target being children under five and women of child bearing age (15-49). Two regions will be the focus areas for interventions—Antananarivo and Fianarantsoa.

The mission HPN SO program will take into account the fact that rural women are primarily responsible for children's health care, but decisions on expenditures for health care are controlled mainly by men. As a result, the program will address key health messages and services to both women and men. Key activities will include Immunization; the integrated management of childhood infections ( IMCI), nutrition and food security, STI management with particular focus on syphilis reduction through detection and treatment among pregnant women, prevention of diarrheal diseases including cholera, and improved water and sanitation.

**ANNEX IV**

**SpO: DEMOCRACY AND GOVERNANCE**



## SpO: DEMOCRACY AND GOVERNANCE

*E. Adelski*

*Contextual gender information relevant to the SPO:*

1. Madagascar is still a male-dominated society, with a significant power differential between women and men, especially in the poorer classes. For example, sexual harassment is an important issue, e.g. among women factory workers and teachers/students (JSI). Women's greatest legal problems include: ignorance of their legal rights; high fees required for legal processes (50,000 fmg); and the complexity of the legal process. They need IEC to address these problems (AFJ).

Customary law and social norms tend to dominate in the rural milieu. Most rural women have little education and are ignorant of their legal rights, which leaves them facing traditional practices that are frequently discriminatory (UNDP 1997). In addition, the violation of laws prohibiting all forms of discrimination regarding women are almost never enforced (UNDP 1997). For example, traditional rights to ancestral land are reserved for men; women can use land but have no real control unless they buy it or receive it as a gift. Rural women thus have limited access to this major factor of production due to the "feeble application of modern law" and their low incomes (UNDP 1997).

2. There are few women politicians here because women accept their life and position in society (CAFED). Women generally are under-represented as members and officials of political parties and there are no women party leaders. The number of women holding positions in Madagascar's political system decreases the higher in the system one looks, and the number of women senators and ministers has not changed since independence (DRV). At the communal level it is not unusual for the council to be 100 percent men or only 5-10 percent women (PACT). One reason for women's limited participation in politics is their limited economic power or control of income.

3. Women traditionally do not have a voice in the public sphere, although they do have greater influence in private spheres of action. Hence the saying that the rooster crows, not the hen. Inclusive community mobilization must go beyond simply including current men leaders; such mobilization must involve women's participation in an integral way as well. To do so, however, projects will need to consciously promote rural women's participation on management/decision-making committees, otherwise such committees are likely to be entirely composed of men. Women also will need support to participate in community discourse and decision-making. Young women who have more education and are less influenced by tradition than older women are more likely to participate in public discourse.

USAID should work through existing local groups that already are functional, many of whom have links to JSI or LDI or Linkages. Furthermore, men must be involved in raising women's consciousness; both women and men need information and consciousness-raising about DG and their rights.

4. Potential DG-related gender issues include child labor, i.e. girl-child prostitution in tourist areas and girl-child laborers in the new mining areas; women's rights to legal working hours and wages, toilet facilities, lactation rooms, and freedom from sexual harassment in the free-trade zone factories; domestic abuse; and increasing women's knowledge of their legal rights. (CRS). Madagascar has labor laws for fair treatment for labor, but they need to be enforced.

5. The rural/urban difference is important in DG. The rural population lacks access to written information on new laws and regulations due to high illiteracy rates. In addition, the rural population in some areas is still influenced by customary law, which may contradict modern law. Legal information is now posted in rural areas, including the cost of legal procedures such as obtaining a marriage certificate. The problem is that the rural population is illiterate, a situation which favors corruption because they have to pay intermediaries get the process done (SPO team).

6. The women from urban and secondary urban centers who have an education, speak French, and have resources face "no major hurdle" to participate in politics and civil-society decision-making processes (PACT). There is quite a strong presence of women in PACT's target population; most of the groups that they work with consist of both men and women. PACT staff also pointed out that municipal/national governments (not just CSOs) need capacity-building in order to make progress, so that the CSOs have a competent partner for dialog and response.

7. There is a disconnect between the communes' recently elected representatives and their constituencies; only 45 percent of the population voted (PACT). The reason for such apathy is that, since 1993 and the implementation of a single-party electoral system, 85 percent of the population is disinterested in politics and does not participate. Another problem is that there are 28 theoretical regions in Madagascar that do not yet exist as administrative realities. PACT has found that the provincial level is too large for effective governance, while the communal level is too small. Therefore, they support "syndicates of communes" as the working basis of the regional political system. In PACT's view, what is needed to promote CSO participation in politics includes: political organization, at the syndicate level; information and analysis; and CSO development.

8. Sociocultural profile (source: Randriamaro, UNDP, 1997):

In rural areas, boys are valued more highly than girls because they will carry on the family name, manage the family, and care for tombs, while girls are destined for marriage and to leave their families. Rural girls learn submission and obedience to males; their family education is focused on their future reproductive role. Girls have less free time for playing and studies, and do more housework. In many ethnic groups the women and girls eat last and do not eat enough. As a result of these social factors, rural women tend to be malnourished and under-educated, and they continue to remain unequal to men in the eyes of most Malagasys. At the community level women generally tend to be highly dependent on the male household head ("chef de menage") due to the principle of male supremacy. It is a social tradition that men represent the household in public. However, these patterns are

changing in urban areas, where women seem to have acquired some autonomy in nuclear families.

Women's social status is determined by norms and values that are quite patriarchal, particularly in rural areas where society is also hierarchical. Women are the "cadets sociaux," that is, they occupy the lowest social rung on the social ladder, below all men. Thus, rural women suffer a double handicap due to the urban/rural dichotomy: unlike urban women, they do not have access to services. "Whatever the milieu, the majority of women remain in an ideological yoke that affirms the superiority of men, that imprisons them with conservative behaviors and limits considerably the vague desires of emancipation." It must be noted that gender relations are part of a society in economic crisis, in which the primary reflex for all actors is to rely on what is most certain, i.e. traditional values, not new ones. At the same time, gender relationships, like society, are undergoing change in Madagascar.

## CONCEPT PAPER FOR STRATEGIC OBJECTIVE DEMOCRACY AND GOVERNANCE<sup>6</sup>

### Context

Broad-based participation and democratic processes are integral elements of sustainable development. Together they encourage individuals and societies to take responsibility for their own progress. A strong democracy requires transparent and accountable government; fair and effective judicial systems; open and accessible flows of information; and citizen participation in the policymaking process. These attributes of democracy ensure that government policy reflects the popular will of the people. This in turn contributes to fairer uses of public resources—including improved health care, greater education opportunities, access to land, and more effective management of natural resources—to better meet the needs and concerns of local communities.

The democratic process also builds trust in, and legitimacy for, the elected government. When this bond of trust is broken, the result is often civil unrest, strikes, and violence. The consequences of such political failures—as seen in Madagascar’s past history—result in economic downturn, increased poverty, greater destruction of the environment, and rise in the spread of disease.

While Madagascar has many of the trappings of a modern democracy, the existing institutions are weak and continue to derive their authority from a central, monopolistic government. Decisions are made by an elite group at the highest political levels, judicial systems are best avoided by all but the rich, and a lack of accountability and sanctions have resulted in a culture of corruption. The notion of “government for the people” has little resonance in this country. This weakness in the country’s democratic institutions, compounded by a lack of good governance, is having a direct impact on the ability of USAID to effectively implement its programs.

According to the recent DG Assessment conducted in August 2001:

The team’s overriding conclusion is that the disconnect between the ruling elite and the masses is so great, government corruption is so pervasive, and USAID resources are so limited, that in order to protect its investment in technical sectors (HPN, EG, AGR, ENV, Title II, disaster), as part of development of the new Integrated Strategic Plan, the mission should carefully consider an increase in its focus on democracy and good governance in order that its results in all sectors are sustained over time.

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<sup>6</sup> Suggestions for inserted language, comments and questions are noted in bold letters throughout the mission’s actual draft concept papers. Suggested language is inserted into the text itself, while questions and comments for the mission to consider are set off by parentheses.



## Current Program Description

In order to reduce poverty in Madagascar it is necessary to improve family health, increase food security, and encourage families and businesses to adopt environmentally sound practices. These efforts, however, must be combined with measures aimed at spurring private initiative, productive investment, and thus higher job productivity and income growth.

USAID/Madagascar's D & EG program is working to improve the environment for private initiative by: (1) improving the legal, financial, and policy conditions for trade and investment, and (2) promoting more informed and responsive participation in economic and legal issues.

## Proposed Program

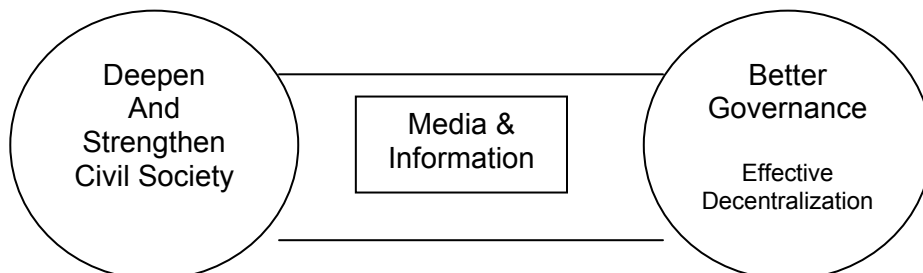
In Malagasy government today, both transparency and accountability are lacking. The normal checks and balances seen in other countries are, for the most part, nonexistent. The historically strong role of the state, plus the executive branch's domination of government, has created a near monopoly on power.

When you talk about good governance and democracy it generally refers to four areas:

- 1) Transparency: public access to government operations;
- 2) Accountability: the extent to which government is regulated by public approval and formal rules;
- 3) Efficiency: how effective is government at delivering public goods at the lowest cost;
- 4) Rule of law: does the government adhere to legal principals and procedures.

Currently, if Madagascar were to be judged according to its level of good governance, it would fail in all four categories. Many would argue (including the D & EG team) that this lack of good governance is at the root of poverty in Madagascar.

Past efforts have proven that trying to instill transparency and accountability into a government where political will is lacking is a challenge. With the proper resources, however, we believe there are points of entry where USAID/Madagascar can make a difference. We propose a DG SO that pairs a deeper and stronger civil society with increased access to information and communication, as one step forward towards fostering better governance.



*Deepen Civil Society Representation and Its Ability to Advocate for Better Governance*

Democratic governance implies popular participation in both public policy-making and its implementation. Civil society organizations ensure that citizens (both men and women) have the means to express their preferences, engage in dialogue with policy-makers, and affect decisions in the public realm. After policies have been chosen, CSOs perform as watchdogs of state performance by demanding accountability in the allocation and management of public resources. In order for CSOs to intervene effectively in the policy formulation or reform process, they must gain or strengthen the advocacy skills of their organizations. Such skills run the gamut from simply collecting information on the subject, to coalition and network building, taking action to influence policy, and monitoring implementation once a policy decision has been made.

In Madagascar, although civil society remains weak and dominated by the urban elite, progress has been made in fostering a more vibrant sector during the last decade. At the local level, the growth of microfinance institutions; farmer associations; environmental coalitions; and other, issue-based groups, are encouraging signs for the future of civil society. (NOTE: The mission could support research to fill the data gap related to the history of women's associations over the last decade.) Work needs to continue, however, to deepen and strengthen the level of civil society in the country. Deepening civil society requires fostering greater participation among youth, women, and the disenfranchised; increasing rural-urban and inter-provincial links; and working to create donor-independent organizations. Strengthening civil requires building its capacity as an advocate for good governance, playing a watchdog role, and increasing its networks and alliances. A large part of Madagascar's civil society, the rural population in general and its disadvantaged groups in particular—youth, women, the disenfranchised—have been marginalized from equitable participation in democratic governance, just as they have been marginalized from participation in the economic sphere. These sectors will need specific recognition and attention to promote their inclusion in civil society.

This program would work to:

- Strengthen civil society to play a more effective role as an advocate for good governance;
- Increase the quality and flow of information to, and among, civil society members;
- Strengthen civil society networks and rural-to-urban links.

This program has direct links to ongoing SPO programs. Work has already been undertaken through Rary and Ilo to work with civil society in increasing its voice in decision-making. (QUESTION: Do either of these activities support women's issues or advocacy for them in order to increase that specific voice?) Little work has been done, however, on increasing the advocacy capacity of existing organizations. Experts agree that in comparison to other African countries, there is little activity in this area and Madagascar is "behind the curve" when compared to its neighbors. The work that has been accomplished—input into the PRSP process, drafting of an NGO law—has not been followed through to a satisfactory conclusion.

Linkages to other SOs: While all the Strategic Objectives are working with civil society partners, much of the work being accomplished is service-delivery oriented. In the environmental sector, for example, local associations and NGOs are working together to manage protected resources, develop planning and management tools, formulate positions, and function as a more effective community. A strong ability to advocate for greater transparency, hold the government accountable, and form an effective response to abuses of the system is missing. Providing these groups with the information needed (e.g., rights, laws, government responsibilities), the tools to advocate (e.g., media access, organized campaigns) will increase the effectiveness of future programs in all sectors.

*Independent Media Disseminates Accurate and Useful Information to Inform the Public; Information Flows are Increased between Civil Society As Well As Civil Society and Government*

In order to formulate interests and participate in policy debates, citizens must have access to a wide variety of diverse and independent information sources. These include both the electronic and print media, as well as newsletters or bulletins published by civil society organizations. Access to other independent instruments, such as the internet and e-mail, are also important for information-sharing and consensus-building.

Since the end of press censorship in 1990, Madagascar has seen a continual decline in the state's monopoly over radio and television. During the last decade the country's independent media has become one of the major institutions promoting democratic development and good governance practices. The independent media already includes specific-interest groups such as [the association of] women journalists who focus on women's rights/issues. In addition, there have been major efforts to organize and professionalize journalists and move coverage beyond the confines of the capital.

This program would work to:

- Assist in the spread of better and increased information to rural areas and grassroots organizations.
- Increase the flow of information between civil society and government;
- Allow media to play a stronger advocacy/watchdog role for better governance;

This program has direct links to ongoing SPO programs. Work has already been undertaken through Leland and EDDI to increase information flows through hardware and civil society organizations. A program to train journalists is currently being funded. This program would focus more attention on the role the media can play in democratization and ensuring messages are accessible in rural areas.

Linkages to other SOs: A media focus will also strongly support and further efforts underway by other Strategic Objectives. Grassroots organizations need information in order to make decisions. Improving dissemination of information on critical themes—natural resource management, rights of those with HIV, land tenure, etc.,—will allow local leaders and

citizen's to have a more prominent voice at the local and national level. Investigative reporting, press coverage, public messages, and themes developed and disseminated through media channels can change attitudes and help foster more vocal demand for better governance from all sectors.

### *Supporting Good Governance and the Decentralization Process*

In Malagasy government today, both transparency and accountability are lacking. The normal checks and balances seen in other countries are, for the most part, nonexistent. The historically strong role of the state, plus the executive branch's domination of government, has created a near monopoly on power. Laws and regulations tend to be either not applied or selectively enforced, sometimes as a result of lack of institutional capacity, sometimes by design. Low levels of transparency and responsiveness contribute to the discretionary power of public officials and to a lack of accountability. Basic information is often unavailable to citizens, further impeding the possibilities of checks on the abuse of power and privilege.

How to instill transparency and accountability into a government where political will is lacking is a challenge. The combination of deeper and stronger civil society, combined with increased information and communication flows as described above, should be a strong step towards fostering better governance.

To concentrate solely on civil society, however, is not looking holistically at the problem. There are currently many dynamic mayors and local councils that are anxious for change. They are currently being stymied by the grip the centralized system maintains over human and financial resources. As decentralization unfolds, these local leaders will continue to assume increased importance for the work USAID undertakes. Most likely, the communal level will remain the most fertile environment for civil society/government partnerships. (NOTE: It is important to emphasize what PACT reports above, i.e. that 'syndicates of communes' are a feasible level for such work).

USAID should work to support reformers of good governance during the decentralization process. Providing innovative, information-based systems that improve government services is one area that can be addressed through the DG arena. The rising field of e-government—which results in a more transparent and accountable way of doing business—could also be supported. Building the capacity of reformist mayors and councils in USAID's "priority areas" should be undertaken by those SOs with deeper pockets. Supporting advocates both within and outside government is the surest way to see real and lasting change.

This program could work to:

- Provide innovative, information-based systems that increase good governance;
- Increase the flow of information between government and civil society;
- Increase linkages between civil society and "reformers" within government;

**Linkages to other SOs:** One could reasonably argue that a lack of good governance in Madagascar is at the root of poverty in this country. A lack of good governance is negatively impacting on all the work being undertaken at the mission.

#### *How This Program Responds to the Agency's Four Pillars*

The Agency believes that there are direct links among democratic institutions, good governance, and sustainable development. This places democracy and governance programming within the context of an integrated development agenda. Success in the other core areas of USAID's sustainable development agenda (economic growth, population, health and nutrition, environmental protection, crisis and disaster prevention) is inextricably linked to democratization and good governance.

#### *How This Program Responds to U.S. Foreign Policy Interests*

The U.S. Government works to encourage democracy in developing nations throughout the world on the basis of the ideals of liberty, personal and civic freedom, and government of, for, and by the people—values on which the United States was founded and which guide the social and political life of the nation.

Furthermore, while civil and political liberties are intrinsically valuable, the commitment to encourage democratic governance is also strategic. Promoting democracy serves vital U.S. national interests, and expanding the global community of democracies is a key objective of U.S. foreign policy. Democratic governments are more likely to advocate and observe international laws and to experience the kind of long-term stability that leads to sustained development, economic growth, and international trade. Countries that are experiencing economic growth and are actively engaged in trading relationships are less likely to engage in acts of war.

In addition, the growing phenomenon of failed states is of great concern to the U.S. A lack of democratic institutions is a common factor among nations that have succumbed to crisis. Too often, these countries do not have the institutional capacity necessary to avoid escalating violence. The United States has a compelling national interest to prevent and avert crises before they occur.

### **Linkages**

Accountability and transparency—which translate into more democratic governance—are essential building blocks for all the work that USAID is trying to accomplish in country. Without these democratic underpinnings, results and impact are lessened. The most enlightened environmental National Plan, for example, is worth no more than the paper it is written on when the system provides no checks on individual governmental officials and work is undertaken behind a veil of secrecy.

Listed below is an illustrative chart highlighting potential areas of overlap in the new strategy.

**Illustrative DG Activities for USAID/Madagascar FY 2003-2008**

	<b>Civil Society Deepening &amp; Strengthening</b>	<b>Media &amp; Message</b>	<b>Good Governance Decentralization</b>	<b>Research/Policy</b>
<b>DG Through FY 2003</b>	<ul style="list-style-type: none"> <li>Support CS input into PRSP and M &amp; E activities. Ensure input from marginalized social groups such as women, the disenfranchised.</li> </ul>	<ul style="list-style-type: none"> <li>Support PRSP systems for sharing information: locally, provincially, nationally.</li> </ul>	<ul style="list-style-type: none"> <li>Ongoing research to better inform policy-makers</li> <li>Use PRSP advocacy to shape policy reform</li> </ul>	<ul style="list-style-type: none"> <li>Finance research &amp; studies on policy to guide PRSP impact.</li> <li>Anti-corruption survey to document public perception</li> </ul>
<b>DG 2003-2008</b>	<ul style="list-style-type: none"> <li>Increase demand &amp; advocacy for gov't accountability at all levels (emphasis on corruption)</li> <li>Increase vertical and horizontal networks and alliances at local and provincial levels</li> <li>Strengthen media, human rights, elections, watchdog, labor, women, and other "DG" groups</li> <li>Support issue-driven or demograp - based civic education programs</li> <li>Strengthen alternative dispute resolution at the central &amp; local levels</li> <li>Provide leadership training for youth</li> <li>Strengthen women's participation/ and leadership in civil society</li> </ul>	<ul style="list-style-type: none"> <li>Train journalists (ethics, investigative methods, etc.)</li> <li>Work with women's media associations to address issues of gender inequality</li> <li>Nurture private radio station assistance (business planning, marketing, production, etc.)</li> <li>Use of mass media to support issue-driven or demographic-based civic education programs</li> <li>Print &amp; disseminate laws</li> <li>Expand Internet: promote public access services in provinces; university access; information centers</li> <li>Finance public opinion surveys, Afrobarometer</li> <li>Disseminate information about laws/rights to illiterate populations via radio and consider other means of dissemination accessible to women.</li> </ul>	<ul style="list-style-type: none"> <li>Technical assistance to government "reformers"</li> <li>Provide innovative, information-based systems for local government</li> <li>Increase linkages between civil society and "reformers" within government</li> <li>Joint workshops with "technical" NGOs and "reformist" politicians</li> </ul>	<ul style="list-style-type: none"> <li>Ongoing research to highlight problem of corruption</li> <li>Support to laws and policies which strengthen accountability and transparency</li> <li>Implementation of existing laws and policies</li> <li>Theme-related research to support on-going work of CSOs and media.</li> <li>Research &amp; studies on macro-economic policy, other PRSP areas of impact</li> </ul>

## Illustrative DG Activities for USAID/Madagascar FY 2003-2008—continued

	Civil Society Deepening & Strengthening	Media & Message	Good Governance Decentralization	Research/Policy
HPN	<ul style="list-style-type: none"> <li>Community health orgs</li> <li>Issue/demography-based orgs: AIDS, youth, mothers, women in general, nutrition, media</li> </ul>	<ul style="list-style-type: none"> <li>Health Mgmt. Info. System</li> <li>Tech. Training/support to media (Intermedias)</li> <li>Internet access to local organizations; networking</li> </ul>		<ul style="list-style-type: none"> <li>Information to better inform policies</li> <li>Advocacy efforts for more transparent laws</li> </ul>
EG, AGR, ENV	<ul style="list-style-type: none"> <li>Community Forest management (observatories)</li> <li>Railroad communities' interest group, eco-tourism investment zones, etc.</li> <li>Small farmer groups;</li> <li>Agribusiness linkages</li> </ul>	<ul style="list-style-type: none"> <li>Information-raising through local private media (env. Themes, anti-corruption)</li> <li>Internet access to local organizations; networking</li> <li>Tech. Training/support to strengthen media—investigative reporting</li> <li>Farmer-friendly information reporting thru local media</li> </ul>		<ul style="list-style-type: none"> <li>Information to better inform policies</li> <li>Advocacy efforts for more transparent laws</li> </ul>
TITLE II	<ul style="list-style-type: none"> <li>Issue/demog.-based CSOs: farmers, mothers, women in general, urban neighborhoods, youth, etc.</li> </ul>	<ul style="list-style-type: none"> <li>Food security monitoring system</li> </ul>		<ul style="list-style-type: none"> <li>Information to better inform policies</li> <li>Advocacy efforts for more transparent laws</li> </ul>
DISASTER	<ul style="list-style-type: none"> <li>Community-based and NGO disaster planning &amp; mitigation efforts</li> </ul>	<ul style="list-style-type: none"> <li>Nat'l and sub-nat'l disaster information &amp; communications system</li> </ul>		<ul style="list-style-type: none"> <li>Nat'l policy, strategies</li> </ul>
OTHER US MISSION	<ul style="list-style-type: none"> <li>Amb. Self-help fund for CSOs</li> <li>U.S. Peace Corps Small Project</li> <li>U.S. Military cooperation in disaster relief with CSOs</li> </ul>	<ul style="list-style-type: none"> <li>PAS-sponsored media/Journalist training &amp; study tours</li> <li>American Cultural Center outreach</li> <li>Issue-based colloquia (prisoners rights, etc.)</li> </ul>		<ul style="list-style-type: none"> <li>Policy dialogue on U.S. and regional trade &amp; investment, e.g. AGOA, and other issues of strategic interest</li> </ul>



### Resource Requirements

The following chart lays out the anticipated funding and staffing requirements for the new Democracy and Governance Strategic Objective.

	Funding level	Local Staff	PSC	USDH	Other USAID staff	External Support	OE Expenses
FY 03	2.5 million DA, ESF, EDDI	6 program funded	1 local hire American Program funded	1	High level of support from CO and RLA; Standard level of support from EXP, PDA.	Short-term TA from the DG Pillar Program funded	Min. expense: 1 USDH; 1 secretary
FY 04	2 million DA, ESF, other SOs, ?	6 program funded	1 local hire American Program funded	1	Standard level of support from EXP, PDA, CO, RLA		Min. expense: 1 USDH; 1 secretary
FY 05	2 million DA, ESF, Other SOs, ?	6 program funded	1 local hire American Program funded	1	Standard level of support from EXP, PDA, CO, RLA	Short-term TA from the DG Pillar Program funded	Min. expense: 1 USDH; 1 secretary
FY 06	2 million DA, ESF, Other SOs,	6 program funded	1 local hire American Program funded	1	Standard level of support from EXP, PDA, CO, RLA		Min. expense: 1 USDH; 1 secretary
FY 07	2 million DA, ESF, Other SOs, ?	6 program funded	1 local hire American Program funded	1	Standard level of support from EXP, PDA, CO, RLA	Short-term TA from the DG Pillar Program funded	Min. expense: 1 USDH; 1 secretary
FY 08	\$500,000 DA, ESF, Other SOs, ?	6 program funded	1 local hire American Program funded	1	Standard level of support from EXP, PDA, CO, RLA		Min. expense: 1 USDH; 1 secretary

## Complementing The Work of Other Donors

Program Area	Donor	Geographic Area	Major Activities
Civil Society Deepening and Strengthening			
Media & Messages			
Research & Policy			

## **Analyses**

### *Undertaken to Date*

During the month of August 2001, a Democracy and Governance assessment was undertaken in Madagascar. The team consisted of one social scientist, one generalist, one democracy expert from the USAID Washington Africa Bureau, and a local Malagasy democracy expert. The findings from this assessment have helped form the basis for the second strategy.

At the mission level, the SPO team initiated meetings with the other strategic objectives during the month of August. The first of these meetings was a “brainstorming” session to discuss future programming for EDDI funds and areas of interest for each SO. This meeting was followed up by individual briefings from each office. Office chiefs discussed with the SPO team their programs to date, grantees and contracts, the future direction of programs, and possible areas of overlap. Again, this information has been incorporated into future planning.

#### **Future Analysis Needed:**

More in-depth work needs to take place between SOs to determine concrete areas of overlap, and how we would like to begin to address these synergies.

Donors and government officials have not been consulted in this process to date. While the World Bank has acknowledged that civil society is an area where it would like to see USAID continued support in the democracy arena, this information was given on a more informal basis. More donor input needs to occur to ensure we are not overlapping with other funders and their ongoing or future programs. Once initial approval is given on the concept paper, these meetings will go forward.

## **Salient Issues**

There are two very basic issues that remain outstanding:

- Will there be approval for a separate Democracy and Governance SO;
- Will there be funding available to support any significant level of effort.

## **Results Framework**

TBD